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Geneva, December 4th, 1934

LEAGUE OF NATIONS

**ADVISORY COMMITTEE ON TRAFFIC IN OPIUM AND OTHER
DANGEROUS DRUGS**

**REPORT TO THE COUNCIL ON THE WORK
OF THE NINETEENTH SESSION**

Held at Geneva from November 15th to 28th, 1934

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The Advisory Committee has the honour to submit to the Council the following report on the work of its nineteenth session, held at Geneva from November 15th to 28th, 1934.

The Committee expressed its keen regret at the departure of two of its distinguished members. Sir Malcolm Delevingne, representative of the United Kingdom, to whom it had already paid a tribute at the eighteenth session, the last at which he was present, and Sir John Campbell, representative of India, to whom the Chairman addressed, on the Committee's behalf, a letter of thanks for the valuable contribution he had made to the Committee's work from its inception. The Committee welcomed their successors, Mr Sydney Harris, representative of the United Kingdom, and Mr G. S. Hardy, representative of India. During the present session, Mr Harris's place was taken by Major Coles.

While regretting the absence of Senator Cavazzoni, representative of Italy, and Russell Pasha, representative of Egypt, the Committee welcomed their substitutes, M. Ferri and Baker Bey. It also welcomed Dr Enrique Jiménez as representative of Mexico. Manuel Tello, the representative of Bolivia, and the Assessor, were unable to attend.

The Committee also welcomed its new assessor, M. de Bonaer, Inspector-General of Pharmacies in Belgium, replacing M. Sirks, from whom the Committee regretfully parted at its last session.

His Excellency M. L. de Fahva et Tarkeo, Envoy Extraordinary and Minister Plenipotentiary, Chief of the Hungarian Delegation accredited to the League of Nations, took part in the discussion of the new Hungarian method of extracting morphine from the straw of the poppy plant.

At the invitation of the Committee, His Excellency M. Antonov, Permanent Delegate of Bulgaria, participated in the discussion on the situation in Bulgaria.

II. RATIFICATION OF CONVENTIONS

The Advisory Committee was gratified to note that further progress had been made in the ratification of the Convention of 1931, and parties to the Convention had increased to thirty-two.

Honduras has also ratified the Convention of 1925, and the number of States parties to it has now reached fifty-two.

With regard to the Bangkok Agreement of 1931, already ratified by four States (United Kingdom, France, the Netherlands and Portugal), the Committee was happy to learn that the Siamese Government had just ratified it.

The Japanese representative intimated that the Japanese Government was prepared to ratify the Bangkok Agreement, but not until a decision had been reached as to the ratification of the Limitation Convention of 1931. The representative of India stated that the Government of Burma intended to bring a Bill or resolution before the Legislative Council of Burma in February in order to enable the Government of India to ratify the Agreement.

The Committee desires to emphasise the importance of the Bangkok Agreement's being ratified as quickly as possible by the signatories, since, according to Article VI, it cannot come into force until it has been ratified by all the signatories (United Kingdom, France, India, Japan, Netherlands, Portugal and Siam).

II. ILLEGAL TRAFFIC.

The Seizures Sub-Committee held eight meetings to study the reports of seizures and other documents relating to the illicit traffic. It investigated the question of the general development of the illicit traffic in 1933 and more especially in the first nine months of 1934, and submitted to the Advisory Committee a detailed report prepared by the Chairman of the Sub-Committee, the representative of the United States of America. This report was adopted by the Advisory Committee and appears as an annex to this document (see Annex I, page 16).

The Advisory Committee, which had viewed with particular misgiving, at its first session, the information furnished with regard to the development of the manufacture of heroin in Bulgaria in connection with the increase in imports of acid acetic anhydride and the considerable growth in the output of raw opium, noted with the keenest satisfaction the detailed information received from the Bulgarian Government on this subject in response to a request from the Committee.

The Advisory Committee desires to express its appreciation of the energy displayed by the Bulgarian Government in enforcing measures which have brought about a notable improvement in the situation. It is happy to learn from the Bulgarian Government that, thanks to the very strict supervision exercised over factories and over producers of opium for the purpose of ascertaining the exact quantities of opium produced, and thanks also to the limitation of the number of dealers in raw opium with a view to the more effective supervision of the movements of such opium, factory after factory is closing down, and out of the seven factories licensed only four remain, one of which has not been working, while the other three are under very close observation. The Committee has also noted with great interest the promulgation of the circular of June 5th, 1934, whereby the import of acid acetic anhydride into Bulgaria is prohibited except under a special authorisation specifying the purpose for which that product is to be introduced into the country, and all persons in possession of acid acetic anhydride are required to declare the fact within ten days. A new Bill is being drafted, which will bring Bulgarian legislation into line with the obligations entailed by the Limitation Convention.

The Bulgarian Government has supplied statistics of imports of acid acetic anhydride in recent years and also figures for the production of raw opium, from which it appears that, although there was indisputably a certain illicit output of dangerous drugs in 1932, especially from the secret factory discovered at Gorna Djoumaya, it did not attain such proportions as the Committee's earlier information had tended to suggest.

The Committee was glad to receive once again an assurance from the permanent delegate of Bulgaria, M. Antonoff, that the measures taken were such as should eliminate all possibility of smuggling, and that, should any smuggling continue, the Bulgarian Government would always be grateful to receive from the Committee any useful information.

It was in this spirit of loyal co-operation that the representatives of the United States of America, Canada and Egypt, as did the Committee as a whole, expressed their appreciation of the Bulgarian Government's action and assured that they would place all their information at its disposal to help it to put down the illicit traffic.

(b) SITUATION IN CHINA

The Committee discussed the general situation in China at length, both at plenary meetings and in the Sub-Committee on Seizures (see Appendix 1, page 16), and in the Permanent Sub-Committee for the Application of Chapter IV of the Convention (see Annex 2, page 25).

In the report of the Sub-Committee on Seizures will be found information on illicit traffic and clandestine manufacture in China and in the foreign concessions, settlements and leased territories, and also on the question of imports of acid acetic anhydride and caffeine. In this connection the Advisory Committee asks the Council to authorise the Secretary-General to write to Governments referring to his Circular Letter of November 9th, 1934 (C. L. 189 1934 XI), informing them that the Committee requires import statistics on caffeine only from countries or territories in which heroin pills are manufactured or seized.

The Committee heard with great interest the Chinese representative's statement on the further measures which are being taken by the Chinese Government to deal with the problem of dangerous drugs and which, while still aiming at the same purpose—the abolition of the abuse of opium and narcotic drugs—introduce new methods of achieving it.

According to the Chinese representative, the main reason for this new method is the necessity of dealing with the increasingly serious danger of manufactured drugs, which is still more to be apprehended than the opium danger, and the impossibility of prohibiting the use of opium as strictly as that of drugs without running the risk of encouraging opium addicts to become drug addicts.

The regulations communicated in detail to the Committee¹ contain the most drastic measures as regards drugs. The penalty for the manufacture, transportation and sale of drugs may be death. Drug addicts must be sent to hospitals or special institutions for compulsory treatment, and those who again contract the habit after being cured are to be severely punished.

The law applied to drugs is military law and the military courts will be entrusted with its enforcement. These regulations have already been applied and drug traffickers have been executed. Institutions for the treatment of drug addicts have been established at Nanking, Peiping, Tientsin, Shanghai, and other towns. There are some twenty such institutions in the Province of Kiangsu and others have been established in a number of provinces.

As regards opium, the feature of the new system is the substitution of a method of gradual restriction—with a view to abolition within a specified period—of the use of opium and of poppy cultivation for that of compulsory prohibition, which had previously been followed and

¹ Document O C 1576

which had not given satisfactory results. Only persons holding a permit may smoke prepared opium. Such permits are granted to aged persons and inveterate addicts, but the use of opium must cease within six years. Shops and retailers must have a special licence. Their activities must also cease at the end of six years. The transport of opium is in the hands of the Government.

As regards the cultivation of the poppy, its prohibition is to be immediate in the following provinces: Chekiang, Kiangsu, Fukien, Anhwei, Hupeh, Hunan, Kiangsi, Honan, Hopei, Shantung and Shansi. In the other provinces, cultivation of the poppy remains prohibited in respect of districts where it does not exist. As to the districts where the poppy is cultivated, the amount produced in future is to be reduced year after year, and the final aim is to abolish the cultivation of the poppy and the use of opium throughout China within six years. Inspectors, accompanied, if necessary, by military detachments, will be sent to the provinces to enforce the application of the law, and the authorities are organising active propaganda against opium. Lastly, a special authority, the Opium Suppression Supervisory Bureau (O S S B), has been set up to co-ordinate and supervise all these measures. It is under the direct orders of the President of the Military Council of the National Government and has means of action at its disposal which the National Commission for the Suppression of Opium did not command. The latter has not ceased to exist, but will in future deal with questions not specially reserved to the O S S B.

The new regime was described by the Chinese representative as "a temporary military regime in connection with the campaign against drugs." The prohibition laws have not been abrogated, but the effect of certain of their provisions has been suspended in so far as they cannot be applied in certain provinces. The import of foreign opium into China remains prohibited and the new regulations, further, do not provide for exports of Chinese opium. The Chinese representative emphasised the fact that the Chinese Government's efforts in the campaign against drugs could not succeed without the co-operation of the other Powers, and particularly of those who have nationals in China and possess concessions, settlements and leased territories outside Chinese jurisdiction; otherwise, in his opinion, it is to be feared that the Chinese traffickers will take refuge in the concessions, settlements and leased territories, where the new regulations inflicting death penalties are not applicable, and that the number of those foreign traffickers to whom only relatively light penalties are applied will increase.

Several members of the Committee, particularly the representatives of Spain, Italy, Portugal, Japan and Siam, congratulated the Chinese Government on the energy which it had displayed in adopting these new measures, and gave various reasons for doing so. The Spanish representative, who expressed the hope that the system would be strictly and successfully applied, thought that it would enable the Chinese Government, in future, to supply useful information concerning, among other matters, the importation of opium into the provinces where the cultivation of the poppy is prohibited, the sale and consumption of opium, the revenue derived therefrom and the proportion of this revenue employed for the abolitionist campaign, the number of smokers and selling establishments, the supervision of the quantities sold, and the figures of consumption per smoker per annum. The representatives of Portugal and Japan regarded these measures as a recognition of the advantages which, in their opinion, the system of gradual reduction possesses over prohibition, and saw in this an earnest of success. The Siamese representative pointed out the happy effects which this system, if effectively enforced, would have on the abolition of opium-smoking in Siam.

Other members of the Committee, however, while paying a tribute to the activity displayed by the Chinese Government, supported the opinion put forward at some length by the Polish representative. The latter expressed the view—not in a critical spirit but with the same frankness as the Chinese representative—that the new regime was only a *pis-aller*, although perhaps an inevitable one, and the fact could not be disguised that, in place of a radical prohibition, it introduced a system of monopoly with all its attendant dangers, such as its tendency to become permanent in places where it had once been introduced, because it created a source of revenue. Hence, in his opinion, the Committee should neither approve nor disapprove the new policy adopted in China, but should first await the results it might produce. The representatives of Austria, Belgium, Canada, the United States of America and the United Kingdom also said that the Committee could not give an opinion without a full knowledge of the results achieved, and for this reason the Belgian representative asked for an assurance that the Committee would be kept informed of the progress made.

The Chinese representative pointed out to the Committee that it was one of the tasks of the Opium Suppression Supervisory Bureau to compile the relevant statistics, and that the latter would be forwarded by the National Commission for the Suppression of Opium.

With reference to a remark made by the Siamese representative, the Chinese representative declared that he could not accept the view that the situation in China had any connection with the maintenance of the monopoly in Siam. While recognising that the new regime did not realise the ideal of absolute prohibition to which, indeed, the Chinese Government and people remained faithful, he pointed out that this regime differed from the system of a monopoly proper as it exists in certain other countries in the sense that it had been introduced in order to meet the special dangers of drugs, and particularly that it fixed a definite time-limit both in the matter of the consumption and sale of opium with a gradual reduction of the dose allowed to the smoker, and as regards the cultivation of the poppy. The problem before China was that of driving out the drug evil without allowing another evil—that of a permanent monopoly—to take its place, and of resisting the possible attraction of revenue. He thought that China had already proved once in the course of her history—namely, twenty years ago—that, with the help of Great Britain and India, she was able to abolish the

cultivation of the poppy and the use of opium. As regards the question of revenue, the Chinese Government has proved by its abolition of *likin* (transit tax), the yield of which amounted to at least seventy million Chinese dollars annually, that it is prepared to sacrifice a source of revenue when that sacrifice is called for in the national interest. Hence they could in any case rely on the Chinese Government's firm determination to enforce a plan which was inspired by the national interest, on condition that it could rely on the co-operation of the other Powers.

The Committee thereupon assured the Chinese Government of its desire to co-operate and expressed its satisfaction at the further development which has occurred in this connection during the session, thanks to the Chinese Government's acceptance of the principle of a study to be undertaken on the spot in regard to co-operation between Chinese and foreign authorities with a view to the application of Chapter IV of the Hague Convention (see report of the Sub-Committee, Annex 2, page 25).

(c) INFORMATION REGARDING SPECIALISED POLICE WITH A VIEW TO THE CAMPAIGN AGAINST THE CLANDESTINE MANUFACTURE OF AND ILLEGAL TRAFFIC IN DANGEROUS DRUGS

The Advisory Committee's attention was drawn to the resolution adopted by the Fifth Committee of the fifteenth Assembly with a view to obtaining the necessary information regarding specialised police services.

The text of the resolution is as follows:

"The Fifth Committee,

"Being convinced that specialised police services represent the only means whereby Governments can detect and close clandestine drug factories and effectively combat illicit traffic,

"Noting the lack of information regarding the numbers and character of the personnel assigned to this class of work in the various countries

"Requests that the Advisory Committee on Opium and Other Dangerous Drugs should take steps to obtain the necessary information by placing this question on the agenda for its next session."

After receiving detailed information from the representatives of the United States of America and France regarding the organisation of their specialised police services, the Committee requested the Council to instruct the Secretariat to send a circular letter to Governments, transmitting to them the Assembly resolution and requesting them to furnish particulars regarding the specialised police services dealing with the campaign against dangerous drugs, the training of such police services and, in cases where there are no special services, to give particulars of the personnel and the methods employed for this purpose.

III POSITION IN REGARD TO THE SUPERVISION OF INDIAN HEMP¹ AND PREPARATIONS WITH AN INDIAN HEMP BASE

During its recent sessions, the Committee had already decided to devote special attention to this question, in view of the increase in addiction to Indian hemp in certain countries and because it is feared that addicts² who find it difficult to obtain other narcotic drugs will have recourse to an ever-increasing extent to Indian hemp to satisfy their vice.

The Committee discussed this question at length on the basis of two general studies drawn up on this matter by the Secretariat³ and the observations received from members of the Committee on these two documents,⁴ including a detailed memorandum from the United States representative on the abuse of Indian hemp (marihuana) in the United States of America.⁵

The facts brought to the Committee's notice in this last-mentioned memorandum show that the habitual use of marihuana, which was formerly confined to the west and south-west, now appears to be spreading to the south-eastern and north-eastern parts of the United States. They reveal in a very disquieting fashion the apparent spreading of this practice, particularly among the young people in the large cities, and the alarming influence of addiction to Indian hemp on the development of criminality. In the United States of America, 34 out of 46 States have promulgated laws with a view to suppressing the illicit traffic in marihuana, and the Committee noted with interest the fact that appropriate legislative measures would probably be considered by the other States when the legislatures of those States met in 1935.

The Canadian representative described the situation created in his country by the abuse of marihuana, which, in Canada as well, is chiefly confined to the younger generation.

The Committee also received from the French Government the text of the new Decree of August 28th, 1934, concerning the regulations applicable to dangerous drugs, and Indian hemp in particular, in Syria and the Lebanon.⁶ In accordance with this decree, the cultivation of Indian hemp is prohibited, as also the manufacture, possession, purchase, sale, import

¹ "Indian hemp" is used here as defined in the Geneva Convention.

² Documents O.C. 1542 and O.C. 1542(a).

³ Document O.C. 1542(c).

⁴ Document O.C. 1542(c) Addendum.

⁵ Document O.C. 1542(b).

and export of Indian hemp, resin, preparations with a resin base, extracts and tinctures. An important point is that the possession of Indian hemp, as of other narcotic substances, is made an offence, and that searches can be carried out if a person is merely suspected of having it in his possession. Searches have actually been made and have led to the seizure and destruction of drugs. The penalties laid down are very severe and are twice as heavy in the case of a second offence. Moreover, a series of measures has been adopted with a view to facilitating the discovery and destruction of stocks and the suppression of cultivation, chiefly by means of the institution of a Central Police Service whose activities have already led to the discovery and destruction of illicit plantations. This Service keeps in touch with the Customs, gendarmerie and medical services and with similar services in other countries.

The Committee congratulated the French Government on the vigorous policy it had adopted.

Lastly, the Committee has received a note from the Chemical Research Service in the Belgian Congo on the origin, varieties, use and chemical composition of hashish and other products derived from hemp. The Committee was also informed by the Belgian representative of the situation in the Belgian Congo, where steps have been taken by means of the Decrees of 1903 and 1917 to prohibit the cultivation, sale, transport, possession and use of Indian hemp for smoking purposes.

The Committee noted with the greatest interest the detailed statement made by the Egyptian representative, who laid stress both on the importance of the problem of Indian hemp for his country and also on the international aspects of the question.

According to him, the situation in Egypt has not undergone any considerable change since the May session, except that the arrival of smuggled Syrian hashish on the Egyptian market has given place to stuff bearing marks such as would seem to indicate another origin. This disappearance of Syrian hashish is largely due to the vigorous methods which are now being applied in the French mandated territories of Syria and the Lebanon to eliminate Indian hemp cultivation and the prevention and punishment of the illicit traffic in this substance. The formation of a central police service for dangerous drugs at Benut, together with the provisions of the Decree No. 193 L. R. of August 28th, 1934, have caused the keenest satisfaction in Egypt, and the Egyptian representative paid a cordial tribute to the French Government for its attitude. He also expressed his satisfaction at the radical measures taken by the Greek Government. The latter has not only suppressed cultivation, but has ordered the stocks held by the peasants to be handed over to a central authority at Athens with a view to their subsequent destruction. These measures have already produced good results, as shown by the disappearance of Greek hashish from the Egyptian market for some time past.

The Egyptian representative considers that, if methods similar to those in force in Syria and Greece could be adopted by other countries where Indian hemp is known to be cultivated illicitly, in spite of the laws forbidding it, it would be an enormous relief to Egypt, which still remains a great attraction to hashish smugglers.

Egypt is obliged to incur very heavy expenditure with a view to preventing the smuggling of a drug the cultivation of which is prohibited even in the countries of origin.

In his conclusions, the Egyptian representative dealt with the more general aspects of the hashish problem and threw light on the inadequacy of the Geneva Convention of 1925 as regards Indian hemp and the weakness of the internal supervision of the plant and dried tops, and of the harmful hashish extracted in the form of resin or powder from those tops. He stressed the fact that a large number of countries concerned—Bulgaria, Egypt, Greece, Iraq, Turkey and Yugoslavia—have prohibited, during recent years, the cultivation of the plant, which is also forbidden in the mandated territories of Syria and Palestine, although there are no provisions to this effect in the Convention. He was therefore in favour of a revision of the 1925 Convention or the framing of a new international agreement with a view to preventing the cultivation of Indian hemp, with due regard, however, for the special difficulties of certain countries. In the meantime, the Egyptian representative appealed to the countries which are Egypt's neighbours, and which have prohibited cultivation, to make even more strenuous efforts to suppress illicit cultivation and the clandestine preparation of hashish, since the process by which it is obtained is sufficiently long and complicated to enable clandestine operations to be easily detected. He drew the Committee's attention to the essential factor which dominates the whole problem of hashish—a factor brought out by the Secretariat's documentary material—namely, that raw resin and resin preparations of Indian hemp are up to the present of no therapeutic or industrial value, and that the large traffic in them is due solely to their property of producing hashish intoxication when swallowed or smoked.

The representative of India gave an account of the position in his country in regard to the problem of Indian hemp from the external as well as from the internal standpoint. Export of Indian hemp was governed by the import-certificate system for which the Convention of 1925 (to which India was a party) provided, and, in fact, the only appreciable exports consisted of Indian hemp supplied to the United Kingdom for the purpose of manufacture into galemlal preparations and to certain territories with large Indian populations. All the resin used in India is imported from Central Asia and comes under the control of the Punjab Government, from whom the other Indian provinces and States obtain supplies under an import-certificate system. There is no export of resin from India. As regards imports of resin from Central Asia, the Government of India would find it difficult to apply any more drastic control owing to the nature of the frontier. Effective control by the Government of Chinese Turkestan would be a *sine qua non*.

With regard to the internal problem, the Indian Government had always held that it was neither practicable nor desirable to change the existing policy, under which the moderate use

of raw opium and drugs with a hemp basis (charas, ganja, bhang) was tolerated, while every possible measure was taken to prevent abuse. There were three reasons for this attitude, the first being that the use of ganja and bhang was connected in India with certain social and religious customs, the second, that the experiments made in the past with total prohibition had been unsuccessful and had increased the activities of smugglers, and the third, that the Constitution of India was in process of reorganisation. It would therefore be an inappropriate time to ask the Government of India to press for a change of policy in respect of a matter that was already within the competence of the provincial Governments.

The Committee concluded that the problem of Indian hemp called for thorough study on its part, in view both of the new menace which was taking shape in certain countries and of the apparent inadequacy of the supervision exercised over Indian hemp and its preparations. The Polish and Swiss delegates further said that, to the best of their knowledge, there was at the present moment no thorough study available of Indian hemp, particularly from the medical and scientific standpoint, and more especially as regards addiction to Indian hemp.

The Committee accordingly decided, on the proposal of the Polish delegate, to set up a Sub-Committee on Indian hemp, composed of the representatives of Canada, Egypt, Spain, the United States of America, France, the United Kingdom, India, Mexico, the Netherlands, and Poland, together with M. de Myttenaere, Assessor to the Committee, to study the whole problem of Indian hemp. The Sub-Committee might appeal in the course of its investigations for the co-operation of experts, doctors, and others who are duly qualified in the matter of Indian hemp and who have had local experience either in Africa or in Asia or in America. By way of preparation for the work of the Sub-Committee, the Committee requested the Secretariat, on the proposal of the Swiss delegate, to prepare a bibliography of all the literature relating to Indian hemp, and, in the probable event of no complete and authoritative work on the question being available, to consider the possibility of publishing, at some future date, a memorandum on the Indian hemp problem bringing up to date the existing information on the subject, particularly from the medical and scientific standpoint. The Secretariat was also instructed to collect any further information on this subject to supplement that already furnished to the Committee.

IV. PREPARATIONS FOR A CONFERENCE TO CONSIDER THE POSSIBILITY OF LIMITING AND CONTROLLING THE CULTIVATION OF THE OPIUM POPPY AND THE CULTIVATION AND HARVESTING OF THE COCA LEAF.

The Committee noted the preliminary summary in the Progress Report of the replies received from Governments to the questionnaires on opium and on the coca leaf. The Committee observed with regret, however, that the chief opium-producing countries had not sent in any reply to the questionnaire, and, on the other hand, a number of countries which are not producers but are the principal opium-importers had not replied to the question concerning the kinds and qualities of opium imported, the morphine content and degree of consistence of that opium, or the purposes for which it is intended. Under these circumstances, the Committee instructed the Secretariat to write reminding the Governments concerned of the importance of this information, which they have been requested to furnish with a view to the preparatory work for a future conference. At the same time, the Committee requested its various members to make personal representations to their Governments with a view to their supplying the information required.

With regard to the questionnaire relating to coca leaves, as to which the producing countries have already furnished detailed replies, the Committee requested the Secretariat to ask for any additional information in case a Government has omitted to supply some of the particulars asked for in the questionnaire.

V. EXAMINATION OF THE STATEMENT OF ESTIMATED WORLD REQUIREMENTS OF DANGEROUS DRUGS IN 1935 ISSUED BY THE SUPERVISORY BODY

The Advisory Committee noted with much interest the Statement of Estimates for 1935, issued by the Supervisory Body in virtue of the Limitation Convention. The Committee paid a tribute to the important work done by the Supervisory Body in putting into operation this unique system of international accountancy, applying as it does to every State and every separate administrative unit in the world—viz., to 73 countries and 117 territories.

The Committee accordingly appealed to Governments to facilitate the work of the Supervisory Body so as to enable it to avoid difficulties involved by delay in the transmission of the estimates. In this connection it desires to remind Governments of the recommendation made on this point by the Supervisory Body itself in its statement and already communicated to Governments by the Circular Letter forwarding the statement (C L 188 1934 XI):

“Nevertheless, with so many estimates outstanding on August 1st, the Supervisory Body and its secretariat have had to work under conditions of great pressure in order to prepare the statement by the appointed date, and, even so, it has not been possible in a number of instances to make a complete examination of the estimates. In particular, from several important countries which were requested to supply information or explanations, replies have not yet been received.

" It is of great importance for the effective discharge of its duties by the Supervisory Body that estimates should be in *by August 1st at the latest*—the date which the parties to the Convention have undertaken to observe."

On the other hand, the Committee earnestly requests the Council to recommend to Governments to follow strictly the rule formulated by the Supervisory Body in the conclusion of the following paragraphs referring to supplementary estimates .

" Since the issue in November 1933 of its statement containing the estimates for 1934, the Supervisory Body has received, and dealt with in accordance with the provisions of Article 5 of the Convention, eighty-one supplementary estimates

" The Supervisory Body has made arrangements to examine such estimates without delay, as required by paragraph 8 of Article 5 , but, in a number of cases, the estimate has not been accompanied by an explanation of the circumstances which necessitate it, as required by Article 3 of the Convention, and without such explanation it is, in most cases, impossible for the Supervisory Body to deal with the estimate . Information has to be asked for, and some delay results . As supplementary estimates may be, and in a number of cases have been, required to meet emergencies of an urgent nature, it is important, if delay is to be avoided, that a full explanation of the circumstances should be sent with the estimate "

VI QUESTIONS RELATING TO CODEINE

The Committee's attention was drawn by the Belgian representative, in particular, to the extreme variations between the figures given in the estimates of codeine requirements, and, in particular, to the fact that the figure given for the estimated consumption in Canada is 109 kg. per million inhabitants, while the corresponding figure in the United States of America is 29, in the United Kingdom 11, and in Australia 4

The Canadian representative informed the Committee of the anxiety felt by his Government at the increase in the consumption of codeine, in view of the fact that addicts, having more difficulty in obtaining the other drugs, are now tending to use codeine, which there is some reason to think is capable of inducing addiction . On the other hand, Canadian doctors encourage the medical use of codeine, and the drug is very popular in Canada . When it is remembered that imports of morphine were reduced from 30 000 oz. in 1919 to 6 800 oz. in 1930 and 5 300 oz. in 1931, it may be inferred that the reduction is partly to be explained by the substitution of codeine on a considerable scale for morphine . The position may be compared with the position in Japan, where the consumption of heroin, owing to the Government's campaign among the doctors, has been increasingly replaced by the consumption of codeine .

Existing Canadian Federal legislation leaves the retailing of codeine free, but the Government, which is much perturbed by the present situation, will endeavour to introduce, as from December 1st, 1934, a system of voluntary supervision of sales, with the co-operation of wholesalers and chemists.

Information was supplied to the Committee by the representatives of Canada and the United States of America, all of which was to the effect that, in contradiction of the opinion hitherto generally held, codeine may induce addiction

The Committee therefore decided, on the proposal of the Polish and Swiss representatives, to refer this question to the Health Committee for enquiry . The Swiss representative pointed out that, in certain countries, codeine can only be sold on a medical prescription . The Committee accordingly concluded its discussions by adopting the following recommendation

" The Advisory Committee, having noted the facts reported to it by several of its members and the result of certain experiments which seem to indicate that codeine might be a drug of addiction, decides to ask the Health Committee of the League of Nations to be good enough to undertake a study of the question whether codeine is liable to produce addiction, and to communicate as soon as possible the result of its study to the Opium Advisory Committee."

VII QUESTIONS ARISING OUT OF THE CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS

(a) APPLICATION OF ARTICLE 10 OF THE LIMITATION CONVENTION . EXPORT AND IMPORT OF DIACETYLMORPHINE

The Committee was informed of certain difficulties arising out of the application of Article 10 of the Limitation Convention . It appears from correspondence on the subject between the British, French and Swiss Governments and the Secretariat that the principal countries exporting diacetylmorphine—namely, Germany, France, the United Kingdom and Switzerland—have noted that, up to the present, very few importing countries have complied with the provisions of paragraph 2 of Article 10 of the Convention . (a) that an import certificate for diacetylmorphine shall be accompanied by a formal request from the

Government of the importing country asking that the exports should be authorised, and (b) that the drug must be consigned to the Government department indicated in the certificate. It was pointed out further, during the discussion, by the representative of Canada, that a case had occurred in which, although the importing country had complied strictly with the provisions of Article 10, the exporting country had sent the diacetylmorphine direct to a wholesaler and not to the official authority which had asked for it. The United States representative directed attention in that connection to the fact that, in the case of the Philippines, a request for import must be made by the Government of the Philippine Islands; a case had occurred of a consignment being sent to the Philippines without any official request having been made by the Philippine Government.

The Committee was of opinion that the drafting mistake in the original text of Article 10 of the Limitation Convention might have given rise to a misunderstanding as to the procedure to be followed. As a circular letter had been addressed to Governments directing their attention to that mistake and asking them to agree that the article should be interpreted as though the words "the quantity so exported" were inserted before the words "is consigned", the Committee decided, on the proposal of the Netherlands representative, that it was desirable to wait for the replies of Governments to that circular letter and to adjourn the discussion of the question to the next session. It would be well, in the meantime, if the representatives of importing countries could obtain information as to the exact manner in which Article 10 of the Convention is applied in their own countries.

(b) NOTIFICATION, IN CONFORMITY WITH ARTICLE 11 OF THE LIMITATION CONVENTION, OF THE MANUFACTURE OF A NEW DRUG—DELCAINE (THE HYDROCHLORIDE OF DEXTRO-ROTATORY PSEUDO-COCAINE)

The Secretary-General informed the Governments parties to the 1931 Convention and the Health Committee of the League of Nations, by Circular Letter 128.1934 XI, of July 20th, 1934, that he had received a notification from the French Government regarding the manufacture in France of a new narcotic drug—delcaine—that notification having been made in virtue of paragraph 2 of Article 11 of the Convention.

The Health Committee accordingly took the necessary measures, in conformity with Article 11, paragraph 3, in order to decide whether delcaine is a drug capable of producing addiction or whether it is convertible into such a drug.

The Committee heard the opinion of several of its members who took part in the framing of the list of substances covered by the 1931 Convention, according to them, the authors of the 1925 Convention and of the 1931 Convention had in mind only *laevo*-rotatory derivatives of ecgonine, and not dextro-rotatory derivatives of ecgonine, which, in their judgment, are not covered by Article 11 of the Limitation Convention. The Committee decided, however, to await the decision of the Health Committee, to which the question has been referred.

(c) DISPOSAL OF SEIZED DRUGS

The Committee's attention was directed by the Polish representative to a question raised in the Permanent Central Opium Board on October 20th, 1934, whether the export of seized drugs was possible under the terms of Article 18 of the Limitation Convention. It was suggested that the employment in trade of seized drugs—especially the quantities produced by clandestine factories—was unduly prejudicial to the legitimate trade. It seems especially desirable to deal with this question, as the fifteenth Assembly—in the Fifth Committee's report—has just noted that the League of Nations has achieved the essential purpose which it had in view—namely, to establish a clear line of demarcation between the legitimate and the illicit traffic. Further, according to the Polish representative, it would even be dangerous to adopt the practice of handing over all seized drugs to the hospitals, as such establishments would then be too well supplied with narcotics, which might be distributed over-generously to patients.

In the same connection, several members of the Committee stressed the advantages of the practice current in the United States of America, whereby confiscated drugs are either destroyed or placed in Government stocks, and in India, where they are handed over to hospitals only at the latter's request, any surplus being destroyed.

The Committee considered at length whether it was possible for it to formulate, as regards the disposal of seized drugs, a recommendation which should remain within the framework and be in keeping with the spirit of Article 18.

The possibility of export and re-export under this article seems to be ruled out, not only because the records of the 1931 Conference seem to show that this possibility was not contemplated, but also by virtue of the wording of the article itself. This article provides for certain possibilities, but not for the contingency of export, which indeed appears to be explicitly excluded by reason of the fact that the drugs must remain under Government control. It should, however, be pointed out that the Committee was not unanimous on this point.

With regard to the meaning of the words "or under its control", in the phrase "appropriated for medical or scientific use, either by the Governments or under its control", it may be maintained that these words should not be interpreted in too restrictive a sense. It seems that drugs can be utilised in the country for domestic consumption, since control still exists in this case, and such utilisation appears to be covered by the words in Article 7: "any amounts

of the drug *seized and utilised as such for domestic consumption* or for conversion". The conversion referred to in this article and in Article 18 should be taken as referring essentially to conversion into "drugs" of Group II.

The Committee, however, being desirous of reconciling the preoccupations of States which, at the Conference, had declared themselves in favour of the destruction of seized quantities, with the possibilities admitted by Article 18 of the Convention, considered that the best solution to be recommended within the framework of this article to States which desire to safeguard their right to use seized drugs for the country's legitimate consumption was to incorporate such drugs in the Government stocks or to make them available for the requirements of the public hospitals. The following recommendation was adopted by the Committee by twelve votes to four, with two abstentions:

"The Advisory Committee on Traffic in Opium and Other Dangerous Drugs,

"Reminding Governments that the Convention of 1931 does not permit the export of seized drugs,

"Considering that seized drugs, if again employed in trade, might jeopardise the proper working of the said Convention.

"Recommends to Governments that seized drugs, if not destroyed or converted, but reserved for medical and scientific use within the meaning of Article 18 of the Convention, should be devoted to the requirements of hospitals and scientific institutions or incorporated in Government stocks."

(d) MANUFACTURE AND EXPORT OF NARCOTIC DRUGS EXTENSION OF MANUFACTURE TO NEW MANUFACTURING COUNTRIES

The Committee had already stated in its report to the Council on the work of its last session¹ that its attention had been particularly drawn, by the United Kingdom representative, to the question of the extension of manufacture to new manufacturing countries, as one of the most striking developments in the drug situation since the Limitation Conference of 1931. A document prepared by the Secretariat² shows that, since the decision of the Assembly in September 1929 to hold a conference on the limitation of manufacture, seventeen factories authorised to manufacture one or other of the principal drugs have been established in ten countries or territories - viz, Belgium (two), Bulgaria (six), Hungary (one), Kwantung Leased Territory (one), Norway (one), Poland (one), Sweden (one), Czechoslovakia (two), Yugoslavia (one), Spain (one). Since this document was prepared, still other drug factories have been established.

While not losing sight of the fact that the present situation might to some extent be due to the general trend towards economic autarchy and national defence considerations, the majority of the Committee, on the proposal of the Spanish representative, thought it desirable that the danger of the excessive extension of manufacture should be countered by a policy calculated to restrict the number of factories on the basis of the relationship which should normally exist between productive capacity and the actual needs of the market. The Swiss representative pointed out that this new conception of "needs" as a justification for the granting of a licence to manufacture would be embodied in the new Swiss legislation.

The Committee therefore adopted the following resolution by eleven votes to three, with four abstentions:

"The Advisory Committee requests the Council to urge the manufacturing countries not to issue new licences to manufacture drugs if the factories at present existing in their respective countries have a manufacturing capacity sufficient for the needs of their domestic and export markets."

The Polish representative, considering that this recommendation was inadequate, stressed the fact that the number of factories was not the only factor to be taken into account, but that the quantity manufactured should also be considered, as well as the quantity and nature of exports. He drew the Committee's attention to the importance of recommending new manufacturing countries to confine themselves, as did Poland, to producing for internal consumption and not engaging in export.

The Netherlands representative pointed out that the danger from factories in new manufacturing countries was that the latter had no experience of the difficulties and pitfalls involved in the control over such factories and were liable to have to pay dearly for such experience.

The minority of the Committee, which voted against the above resolution, felt that it was undesirable for the Committee to make a recommendation of that kind, especially before the end of the first year of the operation of the Limitation Convention of 1931.

(e) FORM OF ANNUAL REPORTS FOR THE USE OF GOVERNMENTS.

The Sub-Committee which was instructed several sessions ago to draw up a new form of annual report for the use of Governments has completed its work, after considering the questionnaires on raw material and the data supplied during the discussion on Indian hemp. The Advisory Committee therefore adopted the form submitted to it.³ (See Annex 3, page 25.)

¹ Document C 256 M 105 1934 XI

² Document O C 1550

³ Documents O C 1501(5) and O C 1501(5)(a).

The Advisory Committee requests the Council to be good enough to instruct the Secretary-General to communicate this form to the Governments, drawing their attention to the primary importance which the Committee attaches to the communication of as full information as possible, in order that it may perform its work satisfactorily. In accordance with the practice already followed, the form will be sent by the Secretary-General to the Governments every year with a letter reminding them of their obligations in this respect.

VIII. PROCESS EMPLOYED BY THE FACTORY OF THE "ALKALOIDA" COMPANY LIMITED, AT BÜDSZENTMIHÁLY, HUNGARY, TO EXTRACT MORPHINE AND OTHER OPIUM ALKALOIDS DIRECT FROM THE DRY POPPY PLANT

The Committee had before it a document¹ drawn up at its request by the Secretariat, and containing information, supplied by the International Institute of Agriculture at Rome, with regard to the extent of opium-poppy cultivation and its use for purposes other than the extraction of opium. As instructed by the Committee, the Secretariat is also investigating the legal and practical aspects of the application to poppy straw of the existing international Conventions, and will communicate a document to the members of the Committee before the next session.

The Committee desires specially to thank the Hungarian Government for assisting it by keeping it informed of the process employed by the Alkaloida factory and supplying it with information regarding the working and output of this concern in special memoranda². It noted with great satisfaction the assurance (which was confirmed during the session, in the statement of the Hungarian representative who attended the meeting) that the Hungarian Government desired to establish a model system of supervising production and that it might be in a position regularly to inform the Committee of the quantities of raw material in stock and their morphine content, the quantity of raw material used for manufacture and the quantities manufactured.

The Committee discussed various questions raised by the development of the Hungarian process, particularly questions affecting the control of the raw material. The discussions appeared to show that, under Articles 16 and 17 of the Limitation Convention, control must be exercised over this raw material in the possession of the manufacturers. The full discussion of this question was postponed until next session.

The Committee's attention was also drawn to the more general question of the percentage of free codeine which can be obtained direct from opium in manufacturing morphine. In view of the very great differences between the percentages of free codeine obtained by various countries, as shown in their annual reports, the Secretariat is making enquiries into this point.

IX. RECOMMENDATIONS CONTAINED IN THE FINAL ACT OF THE BANGKOK CONFERENCE

The Committee felt that it should be kept informed of the extent to which effect has been and can be given in the different countries concerned to the various recommendations contained in the Final Act of the Bangkok Conference, which lays down the principles underlying the policy recommended by the Bangkok Conference in respect of some aspects of the campaign against the use of opium for smoking.

It therefore instructed the Secretariat to prepare a memorandum showing how these various recommendations are being carried out at the present time.

X. EXPORT AND IMPORT OF DROSS FOR THE MANUFACTURE OF DANGEROUS DRUGS

The Government of Siam having entertained the possibility of using the large quantities of dross collected from the opium-smoking divans and at present in its possession for the extraction of morphine for medical and scientific purposes, and being at the same time desirous of fulfilling its international undertakings, the Siamese representative put the following question to the Advisory Committee:

"Whether any objection, in principle, is seen or not to the import and export of dross for the manufacture of morphine for legitimate medical and scientific use under the conditions laid down in the international Conventions."

In other words, the question put to the Committee was whether the export of such dross by Siam and its import by other countries was compatible with the provisions of the Hague Convention of 1912 and the Geneva Agreement of 1925.

¹ Document O.C. 1546(1)(b)

² Documents O.C. 1546(1) and O.C. 1546(1)(a)

The Siamese representative pointed out that, up to the present, his Government was the only one which had dealt successfully with the collection of dross from the opium smoked. He said, however, that Article 7 of the Hague Convention, which prohibits the import and export of prepared opium, also prohibits the import and export of dross, as the latter falls within the definition of prepared opium given in the Convention. The same prohibition is also to be found in Articles V and VI of the Geneva Agreement of 1925. At the same time, however, the Siamese Government drew the Committee's attention to Article XI of the Geneva Agreement, which specifies that "the provisions of this Agreement shall not apply to opium destined solely for medical and scientific purposes", so that the export and import of dross for the purpose of the manufacture of morphine under the conditions laid down in the international Conventions would appear to fall outside the prohibitions in Articles V and VI. In the last place, the Siamese Government pointed out that the real object of the Hague Convention was the control and restriction of the use of prepared opium for *smoking*, and that the use of dross which is now proposed by the Siamese Government was not aimed at by the framers of the Convention and doubtless did not even occur to them.

The Japanese representative supported the point of view expressed by the Siamese representative, stating that the proposal of the Siamese Government should be considered in the light of the new situation developed out of the system instituted in Siam in regard to the control of opium-smoking.

Several members of the Committee, more especially the representative of the United States of America, pointed out that the prohibitions set out in the Hague Convention were clear and categorical and that no interpretation of the Geneva Agreement could in any way detract, in so far as the signatories were concerned, from the obligations which they have assumed as parties to the Hague Convention towards the other parties to that Convention.

The United States representative stressed the fact that the Hague Convention imposed upon its signatories the obligation of adopting measures for the progressive and effective suppression of the manufacture, internal trade in and use of dross, that the general purpose of the Convention was to bring about the gradual suppression of the abuse of opium, morphine and cocaine, as also of the drugs prepared or derived from these substances, which give rise or might give rise to similar abuses", and that, such being the case, the Siamese proposal would be of a retrogressive character in so far as the spirit of the Convention was concerned.

Taking its stand on the obligations which clearly result from the Hague Convention and Geneva Agreement, the Committee, while paying a tribute to the Siamese Government's obvious desire scrupulously to discharge its obligations, decided, by fourteen votes to one, with two abstentions, to return a negative reply to the question raised by the Siamese representative.

XI VARIOUS QUESTIONS

(a) EXTRADITION. PROGRESS ACHIEVED IN RECENT EXTRADITION TREATIES.

Having regard to the fact that a conference will shortly meet for the purpose of framing a convention for the suppression of the illicit traffic, the Advisory Committee requests the Council to instruct the Secretary-General to approach the Governments for such information on the question of extradition as would assist the conference in its work.

In this connection, the United States representative pointed out that it would be desirable to examine the question of extradition from territories with extra-territorial jurisdiction.

(b) PREPARATION OF A SCHEME FOR THE STUDY OF EXISTING LEGISLATION WITH A VIEW TO ENSURING THE APPLICATION OF THE CONVENTIONS AND AGREEMENTS CONCERNING THE TRAFFIC IN DANGEROUS DRUGS

The Council will recall that the 1929 Assembly instructed the Secretariat to draw up a list of all the laws at present in force in the various countries in regard to the traffic in opium and other dangerous drugs and, at the same time, to make a summary or analysis of such legislation with a view to facilitating the more effective application of the Conventions and Agreements in force with regard to the traffic in opium and other dangerous drugs.

Pressure of work has hitherto made it impossible to carry out the Assembly's instructions. With reference to that decision, the Polish representative expressed the view that the entry into force of the new Convention would enhance the value of a study of legislative and administrative measures, at least in a certain number of countries. It was not yet possible to express an opinion regarding the method to be followed in any such study, but it was clear that the Secretariat should examine each new law or regulation which it received. Furthermore, the Committee had already noted the practical value of the Secretariat's investigations in regard to certain aspects of the application of the Conventions—for example, import certificates and hashish—but, at the same time, it recognised that, at present, the Secretariat had not the staff necessary to undertake any such large-scale enquiries, more particularly since some of its members were engaged upon the very considerable work of the Supervisory Body. For this reason the Polish representative requested that, as a first step, the Secretariat should be instructed to draw up a scheme for such a study indicating, in particular, the practical steps necessary to put the scheme into effect. It should keep the Committee informed of its activities, so as to enable the latter to ascertain whether the legislation of the various countries is really in conformity with the Conventions in force. The Spanish representative emphasised the value of this proposal.

In view of its primary duty, under Article 23(c) of the Covenant, to exercise general supervision over the execution of agreements with regard to the traffic in opium and other dangerous drugs, the Committee adopted the Polish representative's proposal

(c) RESEARCH WORK WITH A VIEW TO THE DISCOVERY OF NON-HABIT-FORMING MEDICAMENTS.

The Italian representative referred to Recommendation X of the Limitation Conference regarding the encouragement of research work with a view to discovering medicaments which, while producing the same therapeutical effects as narcotic drugs, do not give rise to addiction, and drew the Committee's attention to the researches carried out at the Pasteur Institute in Paris, in 1934, and at the Haffkin Institute, Bombay, as well as to the particulars supplied by the late Professor Calmette regarding the use of cobra poison for the relief of pain in cancer cases.

On the proposal of the Italian representative, supported by the French representative, the Committee instructed the Secretariat to collect material on this subject in time for the following session, by the most appropriate means and, if necessary, with the assistance of the Health Committee

(Signed) Dr. SCHULTZ,
Chairman

(Signed) Dr. CARRIÈRE,
Vice-Chairman

(Signed) G. BOURGOIS,
Rapporteur

(Signed) ERIC EINAR EKSTRAND,
*Director of the Opium Traffic
and Social Questions Sections,
Secretary of the Advisory Committee*

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ANNEX 1.

O.C.1580(1)

REPORT SUBMITTED BY THE SUB-COMMITTEE ON SEIZURES

Chairman Mr Stuart G FULLER, representative of the United States of America

I INTRODUCTORY

The Sub-Committee had before it reviews of illicit traffic in 1933 which had been received since the last session, submitted by the Governments of forty countries and territories, individual seizure reports received by the Secretariat during the first nine months of 1934, and other information placed confidentially at its disposal. The following report is designed to analyse the trend of the illicit traffic during the first nine months of 1934 and to call attention to certain outstanding features in connection therewith.

2 PRINCIPAL CHANNELS OF ILLICIT TRAFFIC

(a) *Raw Opium*

Seizures of raw opium were reported from the United States of America, China, Hong-Kong, Macao, Netherlands Indies, Siam, Iraq, Egypt, Turkey, France, the United Kingdom and the Netherlands. The largest quantities seized were in Hong-Kong, the Netherlands Indies, the United States of America, Siam and France. The heaviest seizures were effected (1) in New York on June 16th, 1934, which involved about 183 kg seized on board a Norwegian ship coming from Marseilles via Spanish and Portuguese ports, and (2) at Marseilles on May 8th, 1934, which involved 52 kg. There were, as usual, fairly large individual seizures of raw opium in Far-Eastern countries and in Turkey and Egypt. In the Netherlands, there was a seizure of 11½ kg in Rotterdam on September 18th, 1934.

There are no clear indications in regard to the origin of the raw opium seized as far as the United States of America and Europe are concerned. In the Far East, seizures comprise Turkish, Persian and Chinese opium and small quantities indicated as of Siberian origin. Of interest are the seizures of Persian opium in the Far East bearing the A and B monopoly marks with several variations. These marks appear to become more and more common in the illicit traffic.

Attention is drawn to two seizures of opium at Port of Spain, Trinidad. In both cases the information given by the traffickers seemed to indicate that the opium had been smuggled from British India.

(b) *Prepared Opium.*

Seizures of prepared opium were reported chiefly by Far-Eastern countries such as Hong-Kong, Netherlands Indies, Siam and the Philippine Islands, and by the United States of America. Further, Canada, the United Kingdom, the Netherlands and New Zealand have reported seizures. In most cases, labels and marks indicated that the origin of the prepared opium was China and the attendant circumstances indicated that it had been shipped from the treaty ports on the China coast.

(c) *Morphine*

The largest number of seizures of morphine took place in the Far East and in the United States of America. As far as Europe is concerned, only 2 seizures in Poland and 3 in Turkey have so far been reported for 1934. From the United States of America, reports on 19 seizures were received, involving a total quantity of a little over 6 kg. There were 7 seizures in China, 1 in Hong-Kong and 94 in Siam. The seizures in Siam were, as usual, instances of petty smuggling in the port of Bangkok or in the frontier districts. The Philippine Islands report 1 seizure, Canada 2, and the Netherlands Indies 3. The Committee noted with concern that morphine had been seized in the Philippine Islands which had come directly from Amoy and which bore Chinese labels. The attendant circumstances point to the complicity of traffickers who have already figured in cases which came before the Committee in previous years. Two cases occurred in Uruguay, but these concerned irregularities in pharmacies. Judging by the seizure reports received, the principal markets for illicit morphine continue to be found in the Far East and the United States of America.

(d) *Heroin.*

There were 105 seizures of heroin reported as having been effected in the United States of America, 3 in Canada, 8 in China and 1 in Hong-Kong. The Hong-Kong seizure was the largest seizure of heroin made for some time, the quantity involved being nearly 128 kg. Investigation in this case is not yet completed. The heroin came to Hong-Kong from Canton, and the Sub-Committee was informed that there is good reason to believe that it was manufactured in South

China, although one report gave its origin as Japan. In Turkey there were 3 seizures involving a little over 17 kg., and in Egypt 3 seizures, altogether a little over 8 kg. Greece reported 1 seizure of 500 grammes, and Uruguay a small seizure of 12 grammes. This seizure in Uruguay was made in connection with one of the cases referred to under "Morphine".

(e) *Codeine.*

The situation in regard to codeine was stressed by both Canadian and American representatives, and information in regard thereto will be found in the sections of this report which deal particularly with the illicit traffic in Canada and in the United States of America. The Committee recognised the advisability of closely watching in future what appears to be a growing tendency in some areas to abuse codeine in a manner similar to that in which morphine and heroin are abused.

(f) *Cocaine.*

Cocaine seizures were reported as having been effected in the United States of America, the Philippine Islands, China, the Straits Settlements (Singapore and Penang), India, Austria, France, Greece, Italy, Poland and Uruguay. In the United States of America there were 16 seizures, and in India 12—namely, 8 in Rangoon, 1 in Bombay and 3 in Calcutta. There were 2 cases in Singapore and 1 in Penang. The Fujitsu labels were found in connection with the two seizures in Singapore and two seizures in Rangoon. One large seizure was made in Shanghai, involving 21 kg. The report states that the seizure was on board a Japanese ship coming from Japan, and that the cocaine was of Japanese origin.

(g) *Indian Hemp Drugs*

Seizures have been reported as having been effected in Canada, Egypt, Turkey, Greece, Roumania and France. It is understood that seizures have been effected by local authorities in the United States of America, but, as there is no Federal law penalising possession of, or trade in, Indian hemp drugs, the Government of the United States has not reported seizures of this substance. Three seizures were reported by the Canadian Government, and it is noteworthy that two of these involved attempted import by sea from the West Indies. In the third case, the origin of the drug was the United States of America. There were 7 cases reported in Egypt, 3 in Istanbul, 2 in Marseilles, and 1 each in Greece and Roumania. Information as to the origin of the drugs involved in most of these latter cases was lacking, but it may be noted that hashish came from India to Egypt in two cases. Syrian hashish was involved in one of the seizures effected at Marseilles.

3 CLANDESTINE MANUFACTURE

Cases of raids on clandestine manufacturing plants have been reported by Greece, Bulgaria, Turkey, Japan in respect of the Kwantung Leased Territory, China and the authorities of foreign concessions and settlements at Shanghai and Tientsin. In all of these cases, the operations of the factories were reported to have been conducted on a comparatively small scale, but the fact of their existence and indications that the factories raided were not the only ones producing drugs in the areas concerned was regarded by the Committee with alarm. The Chinese representative reported in detail to the Committee concerning a raid on a clandestine factory in Tientsin outside of the concessions. This report has been circulated to the members of the Committee.¹

Information was placed before the Committee which indicated that clandestine manufacture now exists to a seriously disconcerting extent in and around Amoy, in Fukien Province, in China, and that it has been increasing in Yunnan Province. The Chinese representative stated that he had asked his Government for information concerning manufacture in Yunnan and would ask for information concerning that in Fukien. He pointed out that foreigners were reported to be involved in both of these provinces, which, if true, would render it more difficult for the Chinese Government to enforce effective measures in those areas.

4 ACID ACETIC ANHYDRIDE AND CAFFEINE

The Committee was gratified to note the measures which have been adopted by the Bulgarian Government for the control of acid acetic anhydride and the fact that seizures thereof have already been effected in Bulgaria. Information placed before the Committee indicated that the import of acid acetic anhydride at Shanghai is continuing on a scale sufficient to cause concern.

On the allied questions of caffeine and acid acetic anhydride, the Chinese representative stated that he had promised the Fifth Committee of the 1934 Assembly to enquire whether his Government would agree (1) to regard these substances as dangerous drugs for which import certificates would be required and (2) to arrange for special returns to be made by the Customs

¹ Document O C S 212.

authorities of the imports of caffeine and acid acetic anhydride. He added that the Chinese Government has now stated that the first of these suggestions is unacceptable, because (1) both the substances in question had also legitimate uses, (2) there were numerous alternative products with the aid of which heroin could be manufactured even if imports of acid acetic anhydride were restricted, (3) in the event of imports of the latter being regulated, certain amounts would have to be admitted for legitimate consumption, and these might be diverted into illicit channels, and (4) even if imports of caffeine and acid acetic anhydride were entirely prohibited, they could still be smuggled into the country or even produced in China itself.

He said that the Chinese Government, on the other hand, has adopted the second suggestion, and would arrange for special columns for caffeine and acid acetic anhydride to be introduced, as from January 1st, 1935, in the statistical returns of imports. The latter had, as a matter of fact, shown the *values* of imports of caffeine since 1932, but not the quantities; the quantities would be added as from January 1st, 1935. The actual value of imports of caffeine in 1932 and 1933 had been 455 954 and 251 765 Chinese gold Customs units (of 2 073 Swiss francs) respectively, but the big fall in value should not be construed as indicating smaller imports, it was due to the cheaper quality imported.

5 SURVEY OF THE ILLICIT TRAFFIC IN VARIOUS COUNTRIES

(a) *Illicit Traffic in Canada*

The Canadian representative, in a report on the drug situation in his country during the first nine months of 1934, made special reference to codeine, the licit importations of which drug into Canada continued to increase and a proportion of which reached the United States of America. Codeine was still being used by former morphine and heroin addicts as a "carry-over". It had been well established that, in a certain proportion of codeine-addiction cases, massive doses, as high as 80 grains daily, were being taken intravenously. It had been ascertained in the Royal Victoria Hospital in Montreal that, when codeine is withdrawn from cases of this type, withdrawal symptoms are encountered which are precisely similar to those experienced in connection with persons who have taken medically equivalent doses of morphine or heroin. It is suggested that the experience of the average medical practitioner in the case of codeine is limited to a daily dosage of approximately 5 grains, and that these cases of massive dosage taken intravenously give rise to a situation which is comparatively new, certainly in so far as definite withdrawal symptoms are concerned. The Canadian representative reported that, as from December 1st, 1934, an experimental system of control of codeine sales in Canada is being inaugurated, with the co-operation of the wholesale and retail druggists, which it is hoped will meet the situation.

Several cases were also encountered in Canada involving the use of heroin in connection with the doping of race-horses. Adequate sentences were imposed, and it is believed that these will constitute an effective deterrent, especially as the saliva test is now applied on Canadian race-tracks and has been employed on hundreds of occasions with illuminating results.

Marihuana has been seized from the West Indies on two occasions and from Detroit on one occasion. Deterrent sentences were imposed on the offenders in these cases.

Two hundred tins of opium, in tins of a type not hitherto encountered, were seized on a steamer in Vancouver, in which city also 12 oz. of morphine were purchased from Chinese under conditions which led to the strong belief that the morphine was of Oriental origin.

Heroin was also seized in the course of being smuggled into Canada from New York, but no information was obtainable as to the source of supply.

The fact was also emphasised that Canada experienced no little difficulty, arising from fraudulent procuring and fraudulent use of passports by those engaged in the illicit narcotics traffic.

(b) *Illicit Traffic in the United States of America*

The American representative reported as follows in regard to the regional trends of the illicit traffic in 1934.

The illicit traffic in the United States displays markedly different characteristics in different portions of the country. For this reason, in considering the subject, it has been found convenient to examine the situation separately in respect of each drug as regards each of the following areas.

- 1 The Atlantic Coast area,
2. The Pacific Coast area,
- 3 The North Central area,
- 4 The South Central area,
- 5 The Hawaiian Islands,
6. The Panama Canal Zone;
- 7 The Philippine Islands

The present survey is based on reports of 64 seizures reported under the Narcotics Limitation Convention of 1931 as having been effected in territory under American jurisdiction between January 1st, 1934, and September 30th, 1934, inclusive, and on other information which has become available to the American authorities.

Raw Opium.—The heaviest arrivals of raw opium were in the Atlantic Coast area, although small quantities were seized in the North Central and Pacific Coast areas. None of the raw opium seized bore any marks or labels. The largest individual seizure was effected in the Atlantic Coast area. In that case, the opium was seized from a ship which sailed from Marseilles and visited Spanish and Portuguese ports *en route*. The small quantity seized in the Pacific Coast area had been mailed in Hong-Kong and was destined to Jamaica. There were no important seizures of raw opium in the South Central area, Panama Canal Zone or the Hawaiian Islands. The total seizures of raw opium for the first six months of 1934 showed an increase of 54 per cent over the total seizures for the same period in 1933. The price in the illicit traffic remained about the same as in 1933.

Prepared Opium—The heaviest seizures of prepared opium were in the Philippine and Hawaiian Islands, although small quantities were seized in the Atlantic and Pacific Coast areas. The most common marks were "Lam Kee" in the Hawaiian Islands, "Tonggee", "Lion" and "Agedness" in the Philippine Islands, "Lam Kee" and "Yick Kee" in the Pacific Coast area, and "Yick Kee" and "Lu Fuk Kee" in the Atlantic Coast area. Most of that seized in the Philippine Islands came to that area by ship directly from Hong-Kong or from Amoy, while that seized in the Hawaiian Islands came by ship from Far-Eastern ports and in one instance from a Canadian port. In the latter case, the opium was thought to have been placed on board the ship at some Far-Eastern port. Prepared opium continued to come to the Pacific Coast area by ship from the Far East. There were no prepared-opium seizures of any individual importance in the North Central or South Central areas. The price in the illicit traffic in general remained about the same as in 1933, but there was a decrease of about 40 per cent in a portion of the North Central area in the wholesale illicit price of smoking-opium. The total seizures for the first six months of 1934 showed a decrease of 48 per cent as compared to the quantity seized during the same period in 1933.

Morphine.—Morphine was seized in every one of the areas under consideration, except in the Hawaiian Islands and the Panama Canal Zone, but no large individual seizures were effected. The greater portion was seized in the Pacific Coast and North Central areas. Most of the morphine seized was without labels, but small quantities seized in the South Central area were marked "E. Merck, Darmstadt", the label apparently being a forgery. A small quantity seized in the Pacific Coast area was labelled "Poulenc Frères, Paris", and that seized in the Philippine Islands was marked "Pine Tree Crane" in Chinese characters. The labelled morphine seized in the South Central area came from Mexico, the labelled morphine seized in the Pacific Coast area came by ship from Nicaragua, and the unlabelled morphine seized in that area came from the Far East, also by ship. That seized in the Philippine Islands came by ship directly from Amoy, and a small quantity was seized in the Atlantic Coast area which had come by ship from Western Mediterranean ports.

The price in the illicit traffic remained about the same as in 1933, except for an increase in a portion of the Atlantic Coast area of from 30 to 70 per cent in price of morphine in wholesale quantities, and except for a doubling in wholesale illicit prices on the Pacific Coast since August. The total seizures effected in the first six months of 1934 showed a decrease of 85 per cent as compared to the quantities seized during the same period in 1933.

Heroin—No large seizures of heroin were effected. Practically all heroin seizures of any individual importance were effected in the Atlantic Coast and North Central areas, the largest individual seizures having been effected in the Atlantic Coast area. None of the heroin seized bore any authentic foreign labels, although in some cases the container bore labels apparently of domestic origin. In a portion of the Atlantic Coast area the price of heroin in wholesale quantities increased slightly, while in the North Central area the price in wholesale lots increased from 30 to 40 per cent. The total quantity of heroin seized during the first six months of 1934 showed an increase of about 40 per cent as compared to the total seizures for the same period in 1933. In order to present a more complete picture of the situation in regard to illicit heroin traffic, it is the intention of the American Government to submit in future monthly summaries of minor heroin seizures.

Cocaine.—Seizures of cocaine were effected in the Atlantic Coast, Pacific Coast, North Central and South Central areas, the largest individual seizure being made in the Atlantic Coast area. That seized in the South Central area came from Mexico and most of it bore labels of "Ferdinand Roques", being apparently part of the shipment to Mexico in 1922 of 180 kg. by A. & H. Ferret, of Paris, packages from which shipment have been seized in the United States from time to time ever since. That seized in the North Central area was also labelled "Ferdinand Roques" and was also apparently part of the shipment mentioned above. Some of it bore labels of "E. Merck, Darmstadt", which have been reported by the German authorities to be forgeries. A portion of that seized in the Pacific Coast area bore a Japanese

label, while a portion of that seized in the Atlantic Coast area bore a metal tag, similar to those used by Roques of Paris. A very small quantity was seized in the Atlantic Coast area with a label apparently from a drug store in Argentina, and came to that area by ship from South-American ports. The total seizures of cocaine during the first six months of 1934 showed an increase of slightly less than 1 per cent over the total seizures for the same period in 1933, and the price of cocaine in the illicit traffic in 1934 was generally the same as that in 1933.

Codeine — Illicit traffic in codeine has increased to a scale which demands notice. Up to the present time, this traffic has been mostly supplied from Canada, and is heaviest in the area surrounding Buffalo, New York. During the past year, eight seizures of codeine were made at the Peace Bridge at the Canada-United States border, each averaging about 2 drams, and seven of the persons arrested were residents of Buffalo. This codeine was purchased at a drug store at Fort Erie North, Ontario, Canada. Investigation in Canada disclosed that this drug store had during the past twelve months made 217 sales of codeine, in every instance to persons from Buffalo.

The Bureau of Narcotics was not long ago courteously furnished by the Canadian authorities with a report embodying the names of residents of Buffalo who had purchased codeine from the drug store in question. Investigations at Buffalo disclosed that most of the names given as purchasers of codeine from this drug store were fictitious. However, there were discovered a number of local drug addicts who had purchased codeine therefrom, and, since prompt action by the Canadian authorities resulted in the discontinuance of the sale of this drug by that shop, the Buffalo City Hospital has received more than the usual number of persons applying for treatment for drug addiction. According to information obtained on the street, the illicit price of codeine in Buffalo has in recent years increased from \$0.40 a grain to \$0.80, and the price in the licit trade in Canada is now \$1.35 a dram of 80 grains.

These sales at Fort Erie throw considerable light on the situation existing in Buffalo, and also bear out the following recent developments:

- (1) Studies made by the United States Public Health Service at Fort Leavenworth proving conclusively that a morphine addict can be transferred to codeine without losing stability.
- (2) The use of codeine by addicts in Canada as a "carry-over" until they are able to obtain their accustomed supply of morphine.
- (3) The heavy increase in sales of codeine in Canada during the past few years.

Developments in the Trend of the Traffic — All available information indicates a tendency on the part of illicit traffickers to rely to an increasing extent on the Far East for supplies, not only of prepared opium, but also of morphine, heroin and even cocaine. Another development in the trend of the illicit traffic has been the cause of no little concern to the American Government. That circumstance is the increasing use of the Central-American countries and the West-Indian Islands as bases for smuggling to the United States. Information which has come to the attention of the American Government indicates that all of the Central-American countries, with the exception of Guatemala and Panama, are being increasingly so used. Furthermore, as will be noted from the seizure reports, except in the case of Nicaragua and of the British colony of Honduras, the requests of the American Government that individual cases be investigated to determine in what manner drugs entered the illicit traffic have hitherto met with no response, although all of the nations concerned are parties to the Hague Convention of 1912 and to the Drugs Limitation Convention of 1931. As to the West-Indian Islands, the places most generally used as bases are West End, at the western extremity of Grand Bahama Island, and Bimini. Smuggling of narcotics is believed to take place from these two points to Florida by both aeroplanes and small ships.

Conclusions — Traffickers appear still to be despatching their drugs in smaller lots than was their custom two or three years ago. The trend of prices in the wholesale illicit traffic and other circumstances indicate that the demands of the illicit trade continue to be met, but it should be noted that the adulteration of heroin continues, so that a given quantity of pure heroin, when distributed in the illicit traffic, will supply the demands of a larger number of addicts than before this practice of adulteration began. Except in the case of prepared opium from China, the illicit import of which is believed to have increased, it is thought that illicit importation remains at the same level.

(c) *Illicit Traffic in Central America*

Nicaragua — The American representative stated that his Government had received from the Government of Nicaragua a report in regard to the morphine seized at Wilmington, California, on January 4th, 1934, which states that the investigation undertaken in this case has shown that the morphine concerned was stolen from the premises of the dealer, who had obtained it in a perfectly legal manner.

Honduras.—As to the situation in Honduras, the Sub-Committee noted with gratification the valuable assistance rendered in this matter by the Latin-American Bureau of the Secretariat. The Sub-Committee had before it information transmitted to that Bureau in letters under date of August 15th and 27th, 1934.

Information was placed before the Sub-Committee by the American representative to the effect that, in October 1934, a resident of Honduras had been arrested in Germany and charged with attempting to procure narcotic drugs to take to Honduras, whence they were to be smuggled into the United States of America. The representative of Canada stated that he had received reliable information to the effect that the illicit traffic in narcotic drugs from Honduras to North America is still being carried on.

The Sub-Committee noted with regret the statement in the letters that the Honduras Government cannot see its way clear to take energetic action in regard to cases of illicit traffic which occurred prior to ratification of the Limitation Convention of 1931 or until the executive power shall have promulgated certain legislation.

The Sub-Committee noted the statement in the letters that the Honduras Government is not able at present to prevent the use of islands off its coast as bases for drug-smuggling.

It is with regret, however, that the Sub-Committee is obliged to report that no information has been submitted by the Honduras Government in regard to the recent cases which involve, not the islands off the coast, but, apparently, goods which were smuggled into Honduras itself. One of these cases is that of cocaine and morphine imported into Honduras in 1932 under an import certificate reading in the name of Rosa de Lopez Ponce, proprietor of the pharmacy "La Salud", of Trujillo. These are the goods a part of which was later seized in New Orleans. Another case is that of morphine seized in Dallas, Texas, on August 5th, 1932, and identified as having been originally shipped, under import permit, to the Farmacia Cortes of Dr. José María Guillen Velez, of Puerto Cortes. The third is the case of the importation into Honduras from France in 1933 of some 40 kg. of morphine shipped on the order of Dr. Guillen Velez to the Farmacia Honduras on import permits stated to have been forged. In this case, the French Government declares that it duly notified the Honduras Government of the despatch of the morphine. The Honduras Government has been furnished with the parcels post registry numbers and with the manufacturer's serial numbers which appear on the immediate containers of the drug. The Secretariat has addressed three letters and one telegram to the Government of Honduras asking that enquiry be made into the situation, but has received no reply. The Sub-Committee therefore awaits information to show (1) whether the consignment is still in the Honduras Post Office or has been delivered, (2) if delivered, to whom, (3) whether the forged import permits served to permit passage through the Honduras Customs, (4) if the morphine is still in the possession of the Honduras Post Office, what disposition is to be made of it.

The Sub-Committee also took note of information before it to the effect that, in 1934, certain pharmacies in Honduras would be authorised to import drugs covered by the Drugs Limitation Convention of 1931 to a total quantity of over 72½ kg. and, in addition, 10 000 ampoules of morphine, 2 000 ampoules of cocaine and 1 000 ampoules of pantopon. While it is not the function of the Opium Advisory Committee to criticise the estimates submitted under the Conventions, the Committee noted that the importation of these quantities would amount to ten times the quantity of morphine and twenty times the quantity of cocaine previously estimated as required for the medical and scientific needs of the country. Moreover, 5 kg. of heroin are now stated to be required, whereas the need for this drug was not previously affirmed in the annual estimates. As compared with other Central-American countries, the estimates quoted would imply a considerably greater consumption per capita of morphine, heroin and cocaine in Honduras than in any other Central-American country, in the case of cocaine, indeed, the quantity which druggists are to be allowed to import is but slightly below the total estimates of all the other countries of Central America combined.

The Sub-Committee expressed the hope that, since the Honduras Government has now ratified the Geneva Convention of 1925 and the Drugs Limitation Convention of 1931, this matter may be made the subject of reconsideration and the Honduras Government may now see its way clear to submit information on the three cases of illicit traffic referred to above.

The Sub-Committee was informed by the Permanent Central Opium Board that reports of exporting countries for the first nine months of 1934 show a marked diminution in exports to Honduras, the totals being . morphine 27 grammes, and cocaine 207 grammes.

(d) Illicit Traffic in France

M. Mondanel, Controller-General at the French Sûreté nationale, presented to the Sub-Committee a statement in regard to the illicit traffic in France during the period May 1st to November 1st, 1934. This statement was circulated to the Opium Advisory Committee in document O.C.S.213, and points out that, under the stimulus applied by the Central Office attached to the Sûreté nationale, the competent services in every part of France have continued to take vigorous steps for the suppression of the illicit traffic in dangerous drugs. Evidence of their activities is to be found in the numerous seizures and arrests which have been made

At the same time, it is still difficult to ascertain the origin of the narcotics seized, either on account of the fraudulent practices of the traffickers or of their refusal to make any statement when arrested.

As far as France is concerned, Marseilles is still to be regarded as the chief transit centre for opium. Since last May, however, only one important seizure has been made in that city, and it would appear that this decrease in the illicit traffic is due to the powerful impression produced upon the traffickers by the extensive operations of the previous half-year and the seizures, totalling 1 890 kg, of this drug in which they resulted.

It is of interest to note that details were given by M. Mondanel of some cases which show how the trade in drugs is conducted. The owner, or rather the seller, deals with the purchaser through a frequently considerable number of intermediaries, and it is those very special conditions which explain the great difficulties encountered by the investigators in ascertaining the origin of the drug and the identity of the person by whom it is in reality supplied.

Details were furnished of seizures of morphine, heroin, cocaine and Indian hemp. The northern and eastern frontiers appear to be the traffickers' favourite channel for the importation of cocaine.

The representative of France pointed out the extreme importance which the French authorities attached to the draft Convention for the Suppression of the Illicit Traffic, which would permit them to intervene more surely and more efficaciously in a great number of cases of international traffic.

The French representative stated that heroin seized in France had been sold to three duly licensed factories and had been converted into codeine within a period of five months.

(e) *Recurring Cases of Illicit Traffic in Drugs between Germany, Czechoslovakia and Poland.*

Reports forwarded by the Governments of Germany, Czechoslovakia and Poland pointed to the existence of a fairly extensive traffic during the last three years across the frontiers. Of special interest is the fact that, in all these countries, in several cases the source of supply seems to have been pharmacies or persons employed in pharmacies. It is also of interest to note that in a number of cases the "drugs" consisted of adulterations or non-narcotic substances. This points to certain difficulties experienced by the traffickers in obtaining genuine drugs.

From other information received, it appeared to the Sub-Committee that the practice of selling adulterated drugs in the illicit traffic is growing.

(f) *The Illicit Traffic in Bulgaria*

As the situation in Bulgaria was discussed in the plenary Committee, the Sub-Committee did not take the matter up. In this connection, however, attention is directed to Section 4 of the present report, dealing with acid acetic anhydride.

(g) *The Illicit Traffic in China*

The Committee had before it reports of some 27 seizures effected by the Chinese Maritime Customs at ports and borders.

The seizures were made in the following Customs districts:

Raw opium Shanghai, 4 cases, Kiaochow, 1, Lappa, 2, Canton, 1.
Morphine: Shanghai, 1, Kiaochow, 5, Chefoo, 1.
Heroin Shanghai, 1, Tientsin, 6, Kiaochow, 1; Lungkow, 1, Dairen, 1.
Cocaine Shanghai, 1, Tientsin, 1.

The Chinese representative made several important statements to the Sub-Committee, the greater portion of which has been circulated to the Advisory Committee.

The Chinese representative stated, *inter alia*, that he had referred to his Government the queries raised at the previous session of the Sub-Committee in regard to specific cases of illicit traffic, and had asked that investigations should be made and the results reported as soon as possible. It should be remembered that China covered a vast extent of territory and much time was needed for communicating with and obtaining replies from the various authorities in the interior. He also referred to the situation at present obtaining in North China in the demilitarised region south of the Great Wall. Details of his report will be found in document O.C.S 212.

The Japanese representative stated that he would enquire of his Government in regard to certain phases of the situation in the demilitarised area referred to, and expressed the hope that arrangements could be worked out by the Japanese and Chinese authorities in that region to meet the situation.

Heroin Pills.—Some years ago the Advisory Committee referred to the increase in China of addiction to heroin pills. Information supplied by the Shanghai Municipal Council, and covering 1933 and the first eight months of 1934, points to Shanghai as one centre for the manufacture of these pills. In 1933 five plants for the manufacture of heroin pills were raided, and in the first eight months of 1934 eleven such plants were raided.

The following highly interesting information regarding the manufacture of pills and the method of smoking pills has been supplied by the Shanghai Municipal Council :

“ *Manufacture of Pills.*—The method of manufacture of heroin pills, also commonly called ‘ red pills ’, is comparatively simple and is usually carried out by ignorant workers under the direction of the clandestine manufacturer. The pills are made up of a combination of heroin or morphine, caffeine, quinine or other cinchona alkaloid, a trace of strychnine, cane and/or milk sugar (lactose), flour or starch, with tragacanth or other binding colours and occasionally even scented with rose and jasmine essence. The quantities of ingredients used to make the pill mass vary according to the formula of the illicit manufacturer concerned. The pill mass is rolled and cut on an ordinary hand pill machine such as is used in any pharmacy and the pills are rounded by hand. The pills are then dried, either on trays in stands heated by a common earthenware stove or in desiccating cabinets in which are trays of quicklime.

“ With the exception of heroin or morphine, the other ingredients making up the pill are legally obtainable at any drug store and their sale is not restricted. Neither is there any restriction to the importation to China of caffeine, strychnine, quinine and other cinchona alkaloids.

“ There is a large variety of these pills in the illicit market. The best-known types are the ‘ Tiger Brand ’, the ‘ Fairy Horse Brand ’, the ‘ Golden Dragon Brand ’ and the ‘ No. 11 Brand ’, but there are many others without labels. They are usually sold wholesale, in packets containing 1 000 and 10 000 pills. The packets are occasionally wrapped in rubber bags to preserve the pills against moisture. The above-described method of manufacture has been found uniformly employed in all pill-making places discovered in the Settlement.

“ *Smoking of Pills.*—The practice of smoking pills containing a certain proportion of heroin or morphine came to the notice of the Municipal Police in 1922. Since then there has been observed a steady increase in addiction, which in recent years has become prevalent to such a degree that it exceeds the smoking of opium itself. This widespread addiction is attributable to the fact that pills are comparatively much cheaper than opium. It is estimated (according to statements made by addicts) that sixteen pills, which can be procured for 20 cents, have the same effect as approximately 50 cents’ worth of opium. Chiefly on account of this reason, pill-smoking has spread among a large section of the poorer people, many of whom were formerly addicted to the smoking of opium and are now turning to this form of vice, which is more within their means.

“ The usual method of smoking these pills is very similar to the smoking of opium. It requires a pill pipe, a needle and a lamp. The pill pipe is made of bamboo stick, about 12 inches in length, with a porcelain head having a hole at the top. It costs 20 cents only, whereas the price of a good opium pipe is many times that amount. The smoking of pills is more convenient than the smoking of prepared opium. The pills are ready for smoking in their state as sold, whereas opium must be specially prepared to be ready for consumption. The pill-smoker holds the pill on a needle close to the pipe head over the flame of an oil lamp and draws a few times, inhaling the smoke. The quantity of pills consumed depends on the degree of addiction. Some addicts take sixteen pills per day, while others, who are more addicted, smoke up to a hundred pills per day. Observation of a large number of pill addicts would indicate that the smoking of pills is generally more harmful on their physical and moral health than the smoking of opium itself.

“ Packets containing a small quantity of heroin (usually mixed with caffeine or other substances) are secretly sold in the various alleyways of the Settlement at 20 cents each ”

The Committee is grateful to the authorities of the Shanghai International Settlement for their valuable assistance in forwarding regular and detailed reports. It suggests that the Secretary-General be requested to address to the Chairman of the Shanghai Municipal Council a letter expressing the Committee’s appreciation.

6 PASSPORTS OF TRAFFICKERS

The Sub-Committee, after carefully considering certain difficulties in regard to the use to which drug traffickers put passports, decided to recommend to the Advisory Committee the adoption of the following resolution .

“ Whereas, during the nineteenth session, the Opium Committee’s attention was specially drawn, not only to the facts already reported to Governments in the resolution adopted on February 3rd, 1931 (fourteenth session), but also

“ (1) To the numerous irregularities to which drug traffickers resort in order to obtain passports issued in due form, and

“ (2) To the traffic in false passports of which drug traffickers frequently avail themselves :

" The Committee feels bound to lay stress on the desirability of a thorough study of this important question, and is of the opinion it would be expedient to apply the energies of the services concerned to the detection and punishment of offences of this kind, and to promote direct co-operation between the authorities charged with the issuance of passports and those in the same country responsible for the control of the drug traffic "

7. FORWARDING OF REPORTS ON ILLICIT TRAFFIC AND SEIZURES.

In studying the material available regarding the illicit traffic, the Committee noted that not all Governments send in advance reports on illicit traffic or reports of individual seizures, and that some Governments merely include an account of the various cases in their annual reports forwarded to the League. The Committee wishes to draw the attention of Governments to Article 23 of the 1931 Convention, in accordance with which the parties to the Convention have undertaken to communicate to each other through the Secretary-General, as soon as possible, " particulars of each case of illicit traffic which may be of importance, either because of the quantities involved or because of the light thrown on the sources from which drugs are obtained for the illicit traffic or the methods employed by illicit traffickers " Article 23 further gives a list of the more important points on which information should be furnished

The Committee wishes to emphasise that prompt information in regard to illicit traffic is essential for the work of the Advisory Committee, in view of the constantly changing methods used by traffickers. It ventures, therefore, to express the hope that all Governments will, with the least possible delay, forward their reports on important individual cases of illicit traffic to the Secretariat of the League

The Governments are further asked to include in these individual reports information to indicate whether communications have been already made to the competent authorities of other countries in regard to the following-up of the cases concerned. This will avoid unnecessary work on the part of the Secretariat, which only takes up cases for further investigation in other countries when the Governments do not do this themselves

The Committee is grateful to the Governments for their endeavour to forward before April 1st each year an account of the illicit traffic in their countries during the preceding year, which has hitherto been incorporated in the annual reports. Such accounts for 1933 were received in respect of nineteen countries and territories. The Committee ventures to ask Governments to include in these illicit traffic accounts, not merely statistics of seizures and summaries of actual cases which have occurred, but also an analysis of the illicit traffic in the country as a whole, setting forth the trend of the traffic, sources of supply and new methods employed by smugglers and traffickers. This will greatly facilitate the examination of the illicit traffic during the preceding year undertaken by the Advisory Committee each year at its spring session

8. VARIOUS QUESTIONS

(1) *Distribution of Quarterly Summaries of Illicit Transactions and Seizures to Police Authorities and Narcotics Services*

The Secretariat stated that requests had been received from nineteen countries for additional copies of the quarterly summaries of illicit transactions and seizures for the use of the police authorities of such countries in connection with the suppression of the illicit traffic

(2) *Disposal of Empty Drug Receptacles bearing Genuine Labels*

The Spanish representative raised the general question of the abuse of genuine labels originally attached to containers of drugs which had been utilised legitimately and discarded when empty. A case had been reported where such a genuine label had been affixed to a bottle of cocaine found in the illicit traffic, which was not the original bottle supplied by a legitimate firm. The suggestion was made that some methods should be recommended whereby original labels would be cancelled when a legitimate sale was made or an original bottle or other container emptied. The Committee decided to recommend that wholesale dealers, hospital dispensers and pharmacists should be urged to destroy labels before discarding empty bottles which had previously contained narcotic drugs.

ANNEX 2.

O C 1579 (1)

REPORT OF THE PERMANENT SUB-COMMITTEE FOR THE APPLICATION OF CHAPTER IV OF THE HAGUE CONVENTION

The Permanent Sub-Committee met on November 17th, 1934, under the Chairmanship of M. Casares (Spain). The Sub-Committee discussed the suggestion originally made during the seventeenth session of the Advisory Committee and discussed again during the eighteenth session, that a special survey should be instituted into the conditions and circumstances in which co-operation between the Chinese authorities and the foreign authorities in China at present take place, the difficulties encountered and the steps which are contemplated or might be taken for overcoming them, and also into the situation arising out of the clandestine manufacture of drugs.

At the previous meeting of the Sub-Committee in the spring of this year, the Chinese representative had communicated the Chinese Government's view that the proposed survey should be limited to the concessions, settlements and leased territories. In view, however, of the fact that some members of the Sub-Committee considered that such a survey would be too restricted, he had personally proposed, and promised to submit the proposal to his Government, that the survey should be an investigation on the spot into the conditions and the circumstances attaching to collaboration between the Chinese authorities and the authorities of the countries referred to in Chapter IV of the Hague Convention for the application of the provisions of that chapter. The Chinese representative was now able to inform the Sub-Committee that his Government agreed to such a survey.

The Chinese Government considered that this survey could begin immediately. As regards the composition of the Commission of Survey, the suggestion had been made at the previous session that persons on the spot could be used. The Chinese Government would prefer that at any rate the head of the Commission should be a person chosen by the League and having a thorough knowledge of the League's work for the suppression of the opium and drug evil.

Certain members of the Sub-Committee urged the necessity of including in this survey the question of clandestine manufacture in China. The Chinese representative stated that his Government was not, in principle, opposed to such a survey, but that, in its opinion, it would be premature to begin this survey now, as very strict regulations had been promulgated in China as recently as May last and the effect of the very severe penalties provided for could not yet be fully appreciated.

The Chinese representative, however, agreed that the terms of Article 15 in Chapter IV of the Hague Convention included all questions of co-operation between the Chinese Government and those of the treaty Powers in this sphere, and that consequently questions of clandestine manufacture came under the provisions of this article in so far as they had a direct relation to the questions dealt with in Chapter IV of the Hague Convention.

The Sub-Committee, realising that the survey as agreed to by the Chinese Government created a new situation, decided to ask its members to obtain the instructions of their Governments in regard to the survey as now agreed to by the Chinese Government. This matter would be taken up again during the spring session of 1935.

Some members having enquired as to the number of replies received from the Governments and authorities concerned to the questionnaire regarding the drug situation in China and the foreign concessions, settlements and leased territories, the Sub-Committee was informed that replies had been received from the United States of America, from Japan in respect of the Japanese concessions at Hankow and Tientsin— and from the Shanghai Municipal Council. The Sub-Committee asked its members to approach their Governments in order that the remaining replies to the questionnaire might be received with the least possible delay.

ANNEX 3.

O C 1600

HAGUE OPIUM CONVENTION OF 1912 GENEVA OPIUM CONVENTION OF 1925¹ —CONVENTION FOR LIMITING THE MANUFACTURE AND REGULATING THE DISTRIBUTION OF NARCOTIC DRUGS OF 1931¹

FORM OF ANNUAL REPORTS FOR THE USE OF GOVERNMENTS

(Approved by the Advisory Committee on Traffic in Opium and Other Dangerous Drugs on November 24th, 1934, and noted by the Council on)

To be forwarded to the Secretary-General each year not later than July 1st, except in the case of Far-Eastern States, which should forward the report not later than October 1st

N. B.—Countries are asked to supply corresponding information in respect of their colonies, possessions, protectorates, leased territories, mandated territories, etc.

¹ For statistical data to be supplied to the Permanent Central Opium Board under these Conventions, see statistical forms prepared for the use of Governments by the Board

**Report by the Government of
for the Calendar Year on the Traffic in Opium
and Other Dangerous Drugs.**

A. GENERAL

I Laws and Publications ¹

Please give

- 1 The titles and dates of all new laws, orders and regulations that have been issued during the year on the question of opium and other dangerous drugs
- 2 A brief indication of the principal points covered by each such law, order or regulation
- 3 References to any important publications, official or unofficial, likely to be of interest to the Advisory Committee

II Administration

Please mention

1. (a) Any important modifications in the administrative arrangements for the execution of the international Conventions ,
(b) In the case of countries parties to the Limitation Convention of 1931, any development as regards the organisation and working of the special administration referred to in Article 15 ,
(c) Any important difficulties encountered in the application of any of the Conventions, either generally or in respect of particular cases
- 2 Any available information as to new developments regarding addiction in the country

III. Control of International Trade

Please state

- 1 Whether the system of import certificates or export authorisations for the control of imports and exports of opium and other dangerous drugs worked satisfactorily during the past year, and, if there were any difficulties, with what countries and on what points these difficulties arose
- 2 Any changes in the Ministry or authorities responsible for issuing import certificates and export authorisations, as well as diversion or transit certificates ²
- 3 Any important modifications in the conditions of issue of import certificates, export authorisations and diversion or transit certificates
- 4 In the case of exporting countries, whether the copies of the export authorisation sent to the Governments of the importing countries in pursuance of Article 13 of the Geneva Convention of 1925 were duly returned in accordance with paragraph 5 of that article
5. Whether any cases of forged or falsified import certificates or export authorisations have come to your knowledge during the year
- 6 Any difficulties which may have arisen with regard to transit, transshipment and diversion, or with regard to free ports, free zones and bonded warehouses
- 7 The procedure applied to countries which have not adopted the system of import certificates in the event of trade in opium and other dangerous drugs having taken place with these countries during the year
8. Any changes in the application of the system of special import certificates for Indian hemp (Article 11 of the Geneva Convention of 1925) and any difficulties encountered in its application

IV International Co-operation

- 1 Please mention any international treaties or agreements concluded during the year.
- 2 Please mention any new points of interest or importance as regards co-operation with other Governments—*e g* , to prevent the use of dangerous drugs for other than medical and scientific purposes or to prevent or suppress the illicit traffic in such substances—and any difficulties which may have arisen in this connection.

V. Illicit Traffic ³

Please give :

1. A general account of the illicit traffic in the country in the course of the past year, indicating the origin from which the substances have most often been found to be derived—whether by diversion from legitimate channels, with special reference to the points at which

¹ Articles 21 of the Hague Convention of 1912 and of the Limitation Convention of 1931, as well as Article 30 of the Geneva Convention of 1925, provide that the contracting parties shall communicate to one another their laws and regulations. This communication is made through the Secretary-General of the League of Nations

² The Secretariat keeps up to date a list of these Ministries or authorities in order to assist Governments in applying the import-certificate system

³ This part of the report or a summary of it should be received by the Secretary-General not later than April 1st of each year

the substances were diverted into the illicit traffic, or from clandestine manufacture or production—marks and labels which recur, the routes most frequently followed by contraband, the methods most frequently used by smugglers.

2 In the case of countries where the opium poppy, the coca plant and Indian hemp are cultivated and are subject to control, information regarding any important changes as regards the extent of illicit cultivation, the districts where such cultivation exists, the quantities of the products estimated to be harvested illicitly, the amounts estimated to be clandestinely consumed or exported and the steps taken to prevent clandestine cultivation

3. The number of prosecutions (mentioning any points of special interest regarding the occupations of the accused) and of convictions for illicit manufacture, illicit import or export or trade, possession, etc., and the penalties imposed

4 Particulars of any important cases of illicit traffic not already separately reported to the League of Nations (Article 23 of the Limitation Convention of 1931)

5 Statistics of the total quantities of opium and other dangerous drugs (including prepared opium, except in the case of countries parties to the Geneva Agreement of 1925 and the Bangkok Agreement of 1931 which furnish a separate annual report on prepared opium) confiscated in the country

These statistics should give the total amounts of substances confiscated, *including* the amounts returned to the Permanent Central Board on Statistical Form E (GL) as confiscated on account of illicit import and export

Statistics should be given in kilogrammes and grammes and, in the case of manufactured drugs, in terms of the basic anhydrous alkaloid

6 Any available information regarding the prices (wholesale and retail) of drugs as sold in the illicit traffic, indicating as far as possible the degree of adulteration of such drugs. Give explanations, where possible, regarding important fluctuations in prices in the illicit traffic.

VI *Other Information including Any Suggestions which might be useful either to the Advisory Committee on Traffic in Opium or to Governments*

B. RAW MATERIALS

(Particulars to be supplied by producing countries)

VII *Raw Opium.*

1 State in hectares the area of opium poppy under cultivation, indicating whether the figure is an estimate or whether it is based on an actual cadastral survey.

2 (a) Give as far as possible an estimate in kilogrammes of the total morphine content of the opium produced during the year. Give an estimate of the total morphine content of the opium exported to each of the principal importing countries

(b) Indicate the method used in establishing your statistics of production and state the approximate degree of consistence¹ of the opium to which your statistics of production refer

3 In the case of countries which standardise raw opium, state in kilogrammes the quantity of opium transformed in the country into standardised raw opium (indicating the consistence of the standardised opium) and the total quantity of standardised raw opium made.

Describe also any changes in the method or methods of standardising or conditioning raw opium in use in the country, and in the characteristics (with special reference to moisture and morphine content) of each kind or quality of opium produced or in the purposes for which it is used or marketed

4 Indicate any important changes of an economic or social character (*e.g.*, market fluctuations, opening of new means of communications, changes in type of production from small-scale cultivation by farmers to large-scale production, or *vice versa*) in the districts where the opium poppy is grown. Indicate the reasons for any marked increases or decreases in the quantities produced and, in case of decreased cultivation, indicate the nature of the substitute crops

5 In cases where (a) the cultivation of the opium poppy or (b) the wholesale trade in opium is subject to licensing, indicate the number of persons to whom licences have been granted

6 Indicate the amount of revenue derived directly from opium during the year in relation to the total revenue of the country. Where special taxes are levied on opium, indicate any important changes in these taxes

7 (a) Indicate any important changes as regards the use (other than for the production of opium) of the poppy plant or of its products (straw, seeds and oil)

(b) If the straw of the opium poppy is used as raw material for the manufacture of opium alkaloids, indicate, if possible.

(1) The area in hectares from which the straw is used for the manufacture of opium alkaloids,

(2) The average amounts of morphine and other alkaloids (in grammes) contained in 1 000 kg. of the straw,

(3) Which method is used for this manufacture.

¹ By consistence is meant the percentage of anhydrous opium contained in the raw opium

VIII. *Coca Leaf.*

1. State in hectares the area under cultivation, indicating whether the figure is an estimate or whether it is based on an actual cadastral survey.
2. Indicate the method used in establishing your statistics of production
3. Indicate any important changes of an economic or social character (e.g., market fluctuations, opening of new means of communications, changes in type of production from small-scale cultivation by farmers to large-scale production, or *vice versa*) in the districts where coca leaf is grown. Indicate the reasons for any marked increases or decreases in the quantities produced and, in case of decreased cultivation, indicate the nature of the substitute crops
4. In cases where (a) the cultivation or (b) the wholesale trade in coca leaf is subject to licensing, indicate the number of persons to whom licences have been granted
5. Indicate the amount of revenue derived directly from coca leaf during the year in relation to the total revenue of the country. Where special taxes are levied on coca leaf, indicate any important changes in these taxes

IX. *Indian Hemp.*¹

1. Does the Indian hemp plant (*Cannabis sativa* L.) grow wild in the country? If so, to what extent and what use, if any, is made of it?
2. If it is cultivated legitimately, indicate the area (in hectares) under cultivation :
 - (a) For industrial purposes (fibre, seed, oil, etc.).
 - (Is Indian hemp produced from such crops and used in the country licitly or illicitly?)
 - (b) For the production of Indian hemp.
3. In the case of countries where the Indian hemp plant grows wild or is cultivated and the harvesting of Indian hemp is permitted, indicate in kilogrammes :
 - (a) The amount of Indian hemp so harvested,
 - (b) The stocks of Indian hemp at the end of the year in the hands of wholesalers or of the Government
4. In the case of countries where the cultivation of *Cannabis indica* is prohibited and where illicit cultivation has been detected, indicate the extent of the areas so detected and the treatment applied to them
5. (a) Is production of the resin, or of the ordinary *preparations of which the resin forms the base*, whatever may be their resin content (such as hashish, esrar, chiras—or charas—djamba, etc.), permitted? If so, state in kilogrammes the amount of the resin and of such preparations produced
- (b) Indicate the stocks of resin and of such preparations in the hands of wholesalers or of the Government at the end of the year.
6. In the case of countries where the use of Indian hemp or of the resin or of the ordinary preparations referred to above is permitted, indicate which of these substances are in use and give, if possible, the quantity in kilogrammes of each consumed.
7. Indicate any developments as regards the system of internal control in respect of production, trade and use of the substances, with particular reference to the control exercised in order to prevent the illicit international traffic in Indian hemp and especially in the resin (Geneva Convention of 1925, Article II, paragraph 2).
8. Indicate any new developments as regards the use of galenical preparations (extract and tincture) of Indian hemp

C. MANUFACTURED DRUGS

X. *Internal Control of Manufactured Drugs*

1. Give full particulars on the following points
 - (a) Application of the system of limitation of manufacture within the limits of the estimates (Chapter III of the Limitation Convention of 1931);
 - (b) Application of various prohibitions and restrictions, especially measures taken as regards diacetylmorphine (Chapter IV of the Limitation Convention of 1931);
 - (c) Application of control as provided for by Articles 13 and 14 (Chapter V of the Limitation Convention of 1931)
2. *Licences.*—Please communicate full particulars of the application of the licences system during the past year and any important modifications made in this system or in the conditions for the granting of licences
 - (a) For the manufacture, including refining, of the drugs covered by the Geneva Convention of 1925 and the Limitation Convention of 1931,
 - (b) For the trade in dangerous drugs

¹ Except in the phrase "Indian hemp plant", the term "Indian hemp" as used throughout in this section is used in accordance with the definition in Article I of the Geneva Convention of 1925 and means "the dried flowering or fruiting tops of the pistillate plant *Cannabis sativa* L. from which the resin has not been extracted under whatever name they may be designated in commerce".

3. *Manufacture.*—(a) Give the names and addresses of the factories authorised to manufacture the drugs,¹ indicating :

- (1) The drugs which each factory was authorised to manufacture ;
- (2) The names of the drugs actually manufactured or converted by each factory during the year .
- (3) Whether such manufacture or conversion was for domestic needs only or also for export.

(b) Give data in regard to new drugs developed and decisions arrived at in regard to their medical or scientific value and in regard to their properties of addiction, conversion into other drugs, etc. (See Article 11 of the Limitation Convention of 1931)

(c) Give particulars of the control exercised over factories during the past year, of the methods of inspection and of the powers of inspectors (Articles 16 and 17 of the Limitation Convention of 1931). These particulars should relate especially to the following points

- (1) Supervision of the quantities of raw materials possessed by each factory ,
- (2) Verification of the quantities of the substances produced by each factory ,
- (3) Supervision of the disposal of the substances from the factory by sale, export or otherwise ,
- (4) Verification of the quarterly reports of manufacturers and of the keeping of their registers in the factories ,
- (5) The conditions under which and the methods by which analyses are made to determine the proportion of morphine, cocaine or ecgonine contained in or producible from the raw material received into the factory . Indicate the methods of extracting samples for analysis

Please state here whether, in addition to the analyses referred to above, analyses of the raw materials are also made by or under the instructions of the Customs service at the moment of import, indicating the conditions under which and the methods by which such analyses have been made

4 *Trade and Distribution* —(a) State classes of persons to whom permits or authorisations for the use or possession of the drugs have been granted, indicating separately the number of licensed wholesalers and of pharmaceutical firms manufacturing preparations for the wholesale trade

(b) Give particulars of the supervision exercised over persons engaged in the sale and dispensing of dangerous drugs during the past year, including wholesalers, pharmaceutical firms, manufacturing preparations for the wholesale trade, chemists, doctors, dentists, pharmacists, veterinarians, and others . State the methods of inspection and the powers of inspectors . These particulars should relate especially to the following points

- (1) Verification of the books or registers of wholesalers and retailers ,
- (2) Supervision of the conditions of storage of narcotic drugs

D OTHER QUESTIONS

XI. Chapter IV of the Hague Opium Convention of 1912

Please supply any information not hitherto submitted as to execution of the provisions of Chapter IV of the Hague Convention

XII *Prepared Opium* ² (For countries where the use of prepared opium is prohibited)

1. State whether it has been possible to suppress the habit of smoking opium

- (a) Among national population ,
- (b) Among alien population.

If not, to what nationalities do opium-smokers belong ? What is the nature of the difficulties encountered in suppressing the practice and to what extent is opium illicitly introduced ?

2 What action has been taken to enforce the law ? State number of prosecutions, convictions and penalties imposed

3 Please state in kilogrammes the quantities of prepared opium, including dross, confiscated, indicating where possible the origin

4. Give particulars of the disposal of the amounts confiscated

¹ See Article 1 of the Limitation Convention of 1931 and Article 4(b), (c) and (g) of the Geneva Convention of 1925 . The names of factories authorised to manufacture or compound medical *preparations* containing the drugs should not be given, except as regards factories authorised to manufacture preparations made directly from raw or medicinal opium and containing more than 20 per cent of morphine, and factories authorised to manufacture preparations made direct from the coca leaf and containing more than 0.1 per cent of cocaine

Under Article 20 of the 1931 Convention, the Secretary-General, to whom the contracting parties must notify certain particulars regarding the manufacture of drugs in their territory, must in his turn communicate the particulars received to the parties to the Convention . The information received under this heading will facilitate the keeping up to date of the factory list prepared by the League of Nations in this connection

² Governments of the territories where the use of opium for smoking is temporarily authorised (Hague Convention of 1912, Chapter II, Geneva Agreement of 1925 and Bangkok Agreement of 1931) furnish a special annual report on prepared opium (document O C 1422(c) 2)

XIII. *Other Drugs.*

Please state any facts of importance with regard to the drugs not mentioned in the foregoing questions and any action taken during the year in connection therewith

ANNEX 4.

O.C.S. 212.

POSITION IN NORTH CHINA IN REGARD TO THE ILLICIT TRAFFIC IN OPIUM AND OTHER NARCOTICS.

STATEMENTS MADE BY THE REPRESENTATIVES OF CHINA AND JAPAN AT THE MEETING OF THE SEIZURES SUB-COMMITTEE HELD ON NOVEMBER 13TH, 1934

I *Statements made by the Representative of China*

I propose to give a brief description of the extremely alarming situation in North China from the standpoint of the traffic in narcotic drugs. The Chinese Government has received reports describing the position as follows

In the district of Tientsin, opium from Jehol known as "Peh Kow opium" is sold in large quantities. The Chinese traffickers live in the Teh Yi Low, Sing Lu Sheh and Ta Peh hotels, which are all in the Japanese Concession and form a kind of headquarters for illicit traffic in North China. The profits earned by these traffickers are enormous.

Since the opium monopoly was instituted in Jehol, these traffickers are, when they go there to get opium, pursued and arrested by the Japanese forces of occupation in Jehol and shot for "anti-Japanese activity". It is only Japanese and Koreans now who engage in this traffic with, so it is said, the more or less tacit consent of the Japanese military authorities. These Japanese and Korean traffickers bring Jehol opium into the demilitarised zone of North China between Tientsin and the Great Wall, and, according to the reports received by the Chinese Government, are protected by the Japanese military authorities. The opium is sent mainly to the town of Tong Shan, which has become a centre for distributing drugs.

The Chinese traffickers living in the three above-mentioned hotels, being unable to obtain Jehol opium themselves, now try to arrange with these Korean and Japanese traffickers to convey the opium from Tong Shan to Tientsin. They transport the opium by passing it as military supplies under Japanese protection, so that the Chinese Customs authorities are unable to inspect the consignments.

Furthermore, nearly all the shops owned by Japanese or Koreans in the demilitarised zone are engaged in the traffic in opium and dangerous drugs. As soon as the local Chinese authorities try to prevent this traffic, the Japanese military authorities intervene on behalf of the Japanese nationals. Drug addiction is thus assuming disquieting proportions in the whole district of Luantung, in the province of Hopeh. Everyone who has been there can testify to this.

The following case shows the difficulties met with by the Chinese authorities in the campaign against narcotics in North China. I have not yet received all the details, as I have only been advised by telegram, but the facts I shall cite will give a sufficient idea. The magistrate of the Tchan Li district, in Luantung, having frequently sentenced Chinese employed by Japanese traffickers and confiscated their opium, M. Sato, the Japanese chief of police at Shanhaikwan, came on June 13th of this year and insisted that the Chinese magistrate should pay 6 700 Chinese dollars, being the amount of the fines he had imposed and the value of the drugs he had confiscated. When the magistrate refused to pay this amount, Sato returned on the following day with more than thirty Japanese soldiers from Luanchow and Chinwangtao in charge of three Japanese infantry and gendarmierie officers. This time they asked the magistrate for 4 900 dollars and stood round him for four hours, until, in order to prevent an incident which might have had consequences exceeding the gravity of the matters actually in dispute, the magistrate agreed to pay 2 500 dollars out of his own pocket, he did not think he was entitled to refund the fines levied, as only a court decision could have justified his touching them. Forthwith 500 dollars were paid, and the balance of 2 000 was handed over three days later. I have not yet received detailed particulars of this case, but they should reach me at any moment and I shall pass them on to the Sub-Committee.

The position in North China, as I have described it, gives the Chinese Government the greatest anxiety, as it feels itself powerless to deal with it. I am sure that the Sub-Committee on Seizures would wish the Japanese Government to hold an enquiry into the above facts and, if necessary, take the most energetic steps to put an end to this state of affairs.

I have with me copies of some newspaper cuttings dealing with the situation I have referred to, and also a little of the opium sold in the Sing Lu Sheh hotel, in the Japanese Concession of Tientsin.¹

¹ The newspaper cuttings referred to were an article called "Opium from Manchukuo" in the *Shanghai Evening Post and Mercury* for September 4th, 1934, and a letter from Dr. Sherwood Eddy published in the *Peking and Tientsin Times* for September 25th, 1934. These cuttings were contained in the original document O C S 212, but are not reproduced here. The sample of opium referred to is kept in the Secretariat.

"Discovery of a Clandestine Morphine Factory at Tientsin, July 21st, 1934.

"On July 21st, 1934, a clandestine morphine factory was discovered by the Chinese police of Tientsin. The factory was situated at 42 Houa Fong Li, Lu An Road, Tientsin, which comes within the jurisdiction of the Sixth Police Station of Section I, Tientsin, and adjoins the Japanese Concession. Morphine was seized together with a complete outfit for manufacturing morphine, comprising an exhaust pump, bottles of all sizes containing liquids, the smaller ones bearing the labels of Japanese pharmacies, funnels, a press, a drying cupboard worked by electric bulbs, sieves, a balance, tubs with used opium and three big containers with a brownish liquid probably containing opium. A Japanese named Yamaguchi and three Chinese—Teng Yu Sang, Chang Shih Chi and Chia Kwei Ling—were arrested in the factory. At the police station they made the following depositions.

"*Yamaguchi*, Japanese, aged 25, formerly shop assistant in the Japanese Concession. He stated that he had been asked by the Chinese manufacturers on July 19th to visit their clandestine factory. As he knew no Chinese, a Japanese named Kishimoto acted as interpreter and also recommended him to visit the factory. Moved by curiosity, he had therefore accepted the invitation and had gone to the factory on July 19th. During the first night no drugs had been manufactured, and it was only on the following evening, July 20th, that he watched drugs being manufactured. On the following morning, when he was still in bed, the police entered the factory and arrested him. He said he had taken no part personally in the illicit manufacture, but when he heard later the evidence of Teng Yu Sang to the effect that Yamaguchi had supplied 200 taels of opium which were to be added to another 500 taels of opium contributed by a Chinese named Tou Yu Hu, these 700 taels of opium forming the capital of the clandestine factory, Yamaguchi admitted that he had given 200 dollars to Kishimoto for Tou Yu Hu. These 200 dollars were to represent Yamaguchi's investment in the business. He denied having supplied any opium.

"*Teng Yu Sang*, Chinese, aged 28, former cook to Kishimoto, who was interested in a cinema business in the Japanese Concession, said that Kishimoto had told him and his wife one day to go and work in a business which he had set up with a Chinaman. Teng Yu Sang stated that Yamaguchi and a Chinese named Tou Yu Hu often went to see Kishimoto, and described Tou Yu Hu as a tall man of about 30, a native of Peiping, speaking Japanese and often living in a Tientsin hotel, but on each occasion under a different name. The house to which Teng Yu Sang was to go with his wife was leased by Yamaguchi and Tou Yu Hu and contained about twenty rooms. It was the house which was used as factory premises. The rent amounted to 50 dollars a month and the tenant was given out to be a certain Chang. When Teng Yu Sang went to live in the house, he established himself with his wife and child on the first floor and alleged that he had never seen any appliances for the manufacture of drugs. Yamaguchi had told him that he had supplied 200 taels of opium and that Tou Yu Hu had given 500 taels to form the capital of the clandestine factory. Tou Yu Hu looked after the accounts. Drugs were manufactured daily from 10 p.m. Teng Yu Sang had to bring them water, but was not allowed into the room where the manufacture was carried on. There were three Japanese engaged in the manufacture—Yamaguchi, Kishimoto and a 40-year-old Japanese, Shimizu. All these Japanese wore Chinese costume. The plant for manufacturing drugs had been bought by Kishimoto. Teng Yu Sang said he had lived in the house seven or eight days before he was arrested by the police on July 21st.

"Chia Kwei Ling was said to be the rickshaw boy of Chang Shih Chi.

"*Chang Shih Chi*, Chinese, aged 25, native of Tientsin, said he had been a junior employee in the Ching Shih Bank, where he had met Kishimoto, who often went to the bank to change Japanese banknotes. It was Kishimoto who had introduced him to Tou Yu Hu. Chang Shih Chi said he left the Ching Shih Bank and took a position with the Cheng Yih Bank, but had subsequently been dismissed when, to save expense, some of the staff were discharged. Tou Yu Hu had then suggested that he should go and live at his house and had asked him to bring his family also, so that the house would appear to be inhabited. He was not asked to pay rent, and the name of his father, Chang Wei Ping, had been given as that of the tenant of the house. He said he had nothing to do with the clandestine manufacture, which was carried on by Kishimoto and Tou Yu Hu. The Japanese Shimizu lived in the Japanese Concession, he was an engineer and it was he who made the morphine.

"*Chia Kwei Ling*, aged 20, rickshaw boy of Chang Shih Chi, said he worked for Chang Shih Chi, having been sent to him by a rickshaw agency when the latter was still on the staff of the Cheng Yih Bank. Chang Shih Chi already knew Tou Yu Hu and was aware that the latter was an illicit manufacturer. Chia Kwei Ling said that the people who lived on the first floor entered and left the house by the tradesmen's entrance, while those who lived on the ground floor used the front door. He said he had not seen any morphine manufactured but had often smelt it. The Japanese Yamaguchi had also lived on the first floor."

I have no information yet regarding the action taken in this case by the courts and I do not know whether the Chinese Tou Yu Hu was arrested.

I have had the morphine seized analysed, and the analysis shows that it is morphine hydrochloride not fully purified. The pure substance contains 85.5 to 87 per cent hydrochloride and 13 to 15 per cent water of crystallisation, whereas the substance analysed only contains 76.3 per cent. The difference of 10 per cent consists of impurities due to defective manufacture.

II. Statement made by the Representative of Japan

I have listened with grave concern to the important statements made by the Chinese representative concerning the situation in North China.

Before making any remarks on these statements, I should like to ask the Chinese representative or the Secretariat if I might have a copy of the statements, so that I may be able to study them carefully and make the necessary enquiries.

I should also like to ask the Chinese representative whether he has any official report on the steps which the Chinese Government has taken to make enquiries of my Government, directly or through diplomatic channels, in regard to these cases. Some of them are so grave that it is in the interest of both Governments that they should be cleared up by an investigation on the spot, and this investigation should establish who are the responsible persons concerned.

If there has been any enquiry by my Government, I am, unfortunately, not in possession of a report on the subject which might throw light on the cases cited by the Chinese representative.

As to the general situation in North China, and particularly at Tientsin, a report is under preparation and will be sent to the Secretariat soon. This report gives some account of the situation regarding the illicit traffic. On the whole, our report does not exactly correspond to that given by the Chinese representative. The report sent by my Government states that the clandestine manufacture is principally carried on at present by Chinese traffickers, whose active competition is largely responsible for the reduction in the number of Japanese traffickers in the illicit drug manufacture in Tientsin.

As to the situation in the Concession, the Chinese representative implied, and the report of the Chief of Police in the British Municipal Area of Tientsin stated, that the Japanese authorities of the Japanese Concession tolerated the opium traffickers in the hotels of the Concession. The report of the Japanese Consular authorities states that a number of raids on hotels were made by the police authorities, who arrested the traffickers and confiscated opium. Therefore the statement to the effect that the traffic was tolerated by the Japanese authorities does not tally with the actual situation.

While there are certain difficulties in effectively enforcing the regulations, a close collaboration exists between the Japanese and Chinese authorities in controlling the traffic in drugs in Tientsin.

ANNEX 5.

December 10th, 1934

TABLE INDICATING THE DATES OF RATIFICATION OR ACCESSION TO THE INTERNATIONAL CONVENTIONS ON OPIUM AND OTHER DANGEROUS DRUGS

Pays	International Opium Convention, The Hague, January 23rd, 1912	International Opium Convention, Geneva, February 19th, 1925	Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, Geneva, July 13th, 1931	Country
EUROPE				EUROPE
Albanie	3 II 25	—	—	Albania
Allemagne	10 I 20	15 VIII 29	10 IV 33	Germany
Autriche	16 VII 20	25 XI.27	3 VII 34	Austria
Belgique	16 VI 14	24 VIII 27	10 IV 33	Belgium.
Royaume-Uni de Grande- Bretagne et d'Irlande du Nord	15 VII 14	17 II 26	1 IV 33	United Kingdom of Great Britain and Northern Ireland
Bulgarie	9 VIII 20	9 III 27	20 III 33	Bulgaria
Danemark	10 VII 13	23 IV.30	—	Denmark
Dantzig (Ville libre de) . .	18 IV 22	16 VI 27	18 IV 33	Danzig (Free City of)
Espagne	25 I 19	22 VI 28	7 IV 33	Spain
Estonie	20 IV 23	30 VIII 30	—	Estonia
Finlande	16 V 22	5 XII 27	—	Finland
France	10.I 20	2 VII 27	10 IV 33	France
Grèce	30 III 20	10 XII 29	—	Greece.
Hongrie	26 VII 21	27 VIII 30	10 IV.33	Hungary.
Irlande (Etat libre d') . .	15.VII.14	1.IX 31	11 IV.33	Irish Free State.
Islande	10 VII 13	—	—	Iceland
Italie	28.VI 14	11.XII.29	21.III.33	Italy.
Lettonie	25 III 24	31.X.28	—	Latvia.
Liechtenstein	—	—	—	Liechtenstein.

Pays	International Opium Convention, The Hague, January 23rd, 1912	International Opium Convention, Geneva, February 19th, 1925	Convention for limiting the Manufacture and regulating the Distribution of Narcotic Drugs, Geneva, July 13th, 1931	Country
EUROPE (suite)				EUROPE (continued).
Lithuanie	—	13 II 31	10 IV 33	Lithuania
Luxembourg	21 VIII 22	27 III 28	—	Luxemburg
Monaco	20 II 25	9 II 27	16 II 33	Monaco
Norvège	12 XI 14	16 III 31	12 IX 34	Norway
Pays-Bas	28 VII 14	4 VI 28	22 V 33	Netherlands
Pologne	10 I 20	16 VI 27	11 IV 33	Poland
Portugal	15 XII 13	13 IX 26	17 VI 32	Portugal
Roumanie	14 IX 20	18 V 28	11 IV 33	Roumania
Saint-Marin	—	21 IV 26	12 VI 33	San Marino.
Suède	17 IV 14	6 XII 30	12 VIII 32	Sweden
Suisse	15 I 25	3 IV 29	10 IV 33	Switzerland
Tchécoslovaquie	10 I 20	11 IV 27	12 IV 33	Czechoslovakia
Turquie	15 IX 33	3 IV 33	3 IV 33	Turkey
U R S S	—	—	—	U S S R
Yougoslavie	10 II 20	4 IX 29	—	Yugoslavia
AMÉRIQUE				AMERICA
Amérique du Nord				North America
Canada	15 VII 14	27 VI 28	17 X 32	Canada
États-Unis d'Amérique	15 XII 13	—	28 IV 32	United States of America
Amérique centrale				Central America
Costa-Rica	1 VIII 24	—	5 IV 33	Costa Rica
Cuba	8 III 20	6 VII 31	4 IV 33	Cuba
République Dominicaine	7 VI 23	19 VII 28	8 IV 33	Dominican Republic
Guatémala	27 VIII 13	—	1 V 33	Guatemala
Haiti	30 VI 20	—	4 V 33	Haiti
Honduras	29 VIII 13	21 IX 34	21 IX 34	Honduras
Mexique	2 IV 25	—	13 III 33	Mexico
Nicaragua	10 XI 14	—	16 III 32	Nicaragua
Panama	25 XI 20	—	—	Panama
Salvador	19 IX 22	2 XII 26	7 IV 33	Salvador
Amérique du Sud				South America
Argentine	—	—	—	Argentina
Bolivie	10 I 20	15 IV 32	—	Bolivia
Brésil	23 XII 14	10 VI 32	5 IV 33	Brazil
Chili	16 I 23	11 IV 33	31 III 33	Chile
Colombie	26 VI 24	3 XII 30	29 I 34	Colombia
Equateur	25 II 15	23 X 34	—	Ecuador
Paraguay	—	—	—	Paraguay
Pérou	10 I 20	—	20 V 32	Peru
Uruguay	3 IV 16	11 IX 30	7 IV 33	Uruguay
Venezuela	28 X 13	19 VI 29	15 XI 33	Venezuela
ASIE				ASIA
Afghanistan	—	—	—	Afghanistan
Arabie Saoudienne	—	—	—	Saudite Arabia
Chine	9 II 14	—	10 I 34	China
Inde	15 VII 14	17 II 26	14 XI 32	India
Irak	—	8 VIII 31	30 V 34	Iraq
Japon	10 I 20	10 X 28	—	Japan
Persé	—	—	28 IX 32	Persia
Siam	10 VII 13	11 X 29	22 II 34	Siam
AFRIQUE				AFRICA
Egypte	—	16 III 26	10 IV 33	Egypt
Ethiopie	—	—	—	Abyssinia
Libéria	30 VI 20	—	—	Liberia
Soudan	—	20 VI 26	25 VIII 32	Sudan
Union de l'Afrique du Sud	11 III 14	17 II 26	—	Union of South Africa
Océanie				OCEANIA
Australie	15 VII 14	17 II 26	24 I 34	Australia
Nouvelle-Zélande	15 VII 14	17 II 26	—	New Zealand

**PARTIES TO THE AGREEMENT CONCERNING THE SUPPRESSION OF
THE MANUFACTURE OF, INTERNAL TRADE IN, AND USE OF
PREPARED OPIUM**

(Signed at Geneva, February 11th, 1925.)

	Date of ratification
British Empire	17 II.26
India	17.II.26
France	29.IV 26
Japan	10.X.28
Netherlands	1.III 27
Portugal.	13.IX 26
Siam	6 V 27

**PARTIES TO THE AGREEMENT FOR THE SUPPRESSION OF
OPIUM-SMOKING**

(Bangkok, November 27th, 1931.)

(Not yet in force.)

	Date of ratification
United Kingdom of Great Britain and Northern Ireland	3.IV 33
France	10.V 33
The Netherlands	22.V 33
Portugal	27 I 34
Siam	19 XI 34

